



General Assembly

Distr.
GENERAL

A/C.5/45/22
15 October 1990

ORIGINAL: ENGLISH

Forty-fifth session
FIFTH COMMITTEE
Agenda item 128

UNITED NATIONS PENSION SYSTEM

Note by the Secretary-General

The Secretary-General transmits herewith, upon the request of the Secretary-General of the International Telecommunication Union (ITU), the text of ITU Administrative Council resolution No. 997 on the subject of the United Nations pension system.

Annex

[Original: English, French
and Spanish]

RESOLUTION No. 997

(approved at the 2nd meeting of Committee 2)

UNITED NATIONS JOINT STAFF PENSION FUND (UNJSPF) PENSION SCHEME -
STUDY OF MEASURES TO BE TAKEN FOR THE ADJUSTMENT OF PENSIONS

The Administrative Council,

Recalling that Resolution No. COM5/1 adopted by the ITU Plenipotentiary Conference (Nice, 1989) was transmitted to the United Nations Joint Staff Pension Board (UNJSPB) and the United Nations bodies responsible for conditions of service in the common system;

Observing that the special session of the UNJSPB held in Rome from 20 to 23 February 1990 acknowledged that the long-term objective would be full income replacement and that the ITU proposal based on the principle of a Pension Purchasing Power Protection Insurance (PPPPI) could provide a valid means of achieving that objective;

Concerned that due account should be taken, in the decisions to be taken by the United Nations General Assembly towards the end of 1990, of the objectives laid down in the ITU proposal, as adopted by its Plenipotentiary Conference (Nice, 1989);

Noting the persistent concerns of the Union's staff on account of the prevailing climate of insecurity and instability regarding pension levels in the common system, despite the many interventions by all the ITU organs since 1972;

Reiterates its request to the competent bodies in the common system that a lasting and equitable solution should be found as soon as possible on the question of income replacement, with benefits everywhere comparable to those prevailing at the base of the system (New York), and that to this end the ITU proposal (PPPPI) should be given due consideration;

Resolves to instruct the Secretary-General to bring this Resolution to the attention of the fortieth session of the UNJSPB and of the forty-fifth session of the United Nations General Assembly.



General Assembly

Distr.
GENERAL

A/C.5/45/23
5 November 1990

ORIGINAL: ENGLISH

Forty-fifth session
FIFTH COMMITTEE
Agenda item 127

UNITED NATIONS COMMON SYSTEM

Comments by the Federation of International Civil
Servants' Associations

Note by the Secretary-General

The Secretary-General transmits herewith for consideration by the Fifth Committee a document submitted by the Federation of International Civil Servants' Associations (FICSA). This document has been presented pursuant to the provisions of paragraph 2 (b) of General Assembly resolution 35/213 of 17 December 1980, whereby the General Assembly reiterated its readiness "to receive and consider fully the views of the staff as set out by a designated representative of the Federation of International Civil Servants' Associations in a document submitted through the Secretary-General under the agenda item entitled 'Report of the International Civil Service Commission'".

Annex

COMMENTS BY THE FEDERATION OF INTERNATIONAL CIVIL
SERVANTS' ASSOCIATIONS

INTRODUCTION

1. During the past year, the Federation of International Civil Servants' Associations (FICSA) has continued to strive for improvements in areas such as conditions of service of staff at Headquarters and field duty stations, protection of pensions in local currency against the effects of currency fluctuations, improvement in the status of women in the United Nations system, equity in treatment of staff and the independence and security of international civil servants.

2. The results, however, are far from satisfactory. The purchasing power of our salaries has further decreased in spite of the 5 per cent increase at the base of the system, which was granted as of 1 July 1990. The recommendations emanating from the comprehensive review of the pensionable remuneration of staff in the Professional and higher categories have practically led to the maintenance of the presently defective system, which is based on arbitrary methods. Moreover, the system recommended provides no long-term solutions to the problem of protecting pensions in local currency terms, in spite of the fact that these long-term measures had been strongly recommended, not only by staff, but also by several executive heads and governing bodies. On the other hand, with respect to the comprehensive review of pensionable remuneration and consequent pensions for the General Service and related categories of staff that is currently being conducted, the biased documentation issued by both the secretariat of the United Nations Joint Staff Pension Board (UNJSPB) and the International Civil Service Commission (ICSC) clearly show that the review is being conducted in the same arbitrary manner as was the case for staff in the Professional and higher categories, with the intention of substantially decreasing the pensionable remuneration and consequent pensions of staff in the General Service and related categories, particularly those at headquarters duty stations such as Geneva, New York, Paris, Rome and Vienna.

3. With respect to the status of women, the progress is so modest that we must consider ourselves fortunate if the objectives and goals fixed for 1990 are attained by the year 2000!

4. An increasing number of countries are violating the Charter of the United Nations and the principle of equity by paying additional allowances and compensation to their citizens who are recruited into the United Nations, while, at the same time, most of these countries are strongly opposing any improvement in the conditions of service of staff in the United Nations system.

5. With regard to security, it has never been worse than now.

6. This is the reality with which FICSA and its member staff associations/unions are now confronted. FICSA wants to change this situation radically. For this reason FICSA is repeatedly requesting the recognition and implementation of its right to negotiate within the United Nations system.

REPORT OF THE INTERNATIONAL CIVIL SERVICE COMMISSION 1/

Chapter I

(No comments are provided by FICSA on chapter I)

Chapter II

Action taken in relation to resolutions and decisions of the
General Assembly at its forty-fourth session

Review of the functioning of the International Civil
Service Commission

7. In its resolution 44/198 the United Nations General Assembly invited the Secretary-General of the United Nations and the executive heads, in consultation with the staff representatives, to review the functioning of ICSC and to report back to the forty-sixth session of the General Assembly. The review is in progress. The Consultative Committee on Administrative Questions (CCAQ), to which the Administrative Committee on Co-ordination (ACC) entrusted the task of the preliminary review, is engaged in consultations with the parties concerned. As far as FICSA is concerned, the Federation earnestly hopes that those responsible for the review will bear in mind current trends in labour relations in the private and public sectors and, in the spirit of the relevant conventions of the International Labour Organisation (ILO), will recommend the introduction of negotiations within the common system.

8. FICSA is working to achieve that end and hopes to submit a comprehensive and detailed document on the matter to the next session of ACC. In the mean time, FICSA has resumed contacts with ICSC and has been participating fully in its work since the thirty-first session. Our return, however, is provisional, since the Federation and the staff it represents are determined, without further delay, to obtain recognition and implementation within the United Nations system of the right to negotiate.

/...

Chapter III

Pensionable remuneration and pension entitlements

A. Pensionable remuneration for the Professional and higher categories

Comprehensive review

Purpose of the review

9. A comprehensive review of a pension system or of one of its elements, in this case pensionable remuneration, is a unique opportunity to make concrete proposals for reform, resulting in substantial improvements to the system, acceptable to all concerned. Such a review should also provide an opportunity to examine the real drawbacks in the present system and to formulate lasting viable solutions. It is important not to miss any occasion for reform in matters of social security, since one of the primary conditions for securing the success of a social benefit system, particularly one involving long-term eventualities such as pensions, is first and foremost its stability over time.

10. The system applicable to the pensions of staff in the Professional and higher categories is by definition a world-wide system. Consequently, a wide range of factors may arise depending on the pensioner's place of residence. If a system is to be viable, all factors must be taken into consideration when deciding upon a method of calculating the pension or, more specifically, the pension expressed in local currency. In particular, the system should provide a guaranteed replacement income for residents in strong-currency countries. Since this guarantee is not reflected in the contributions, the differences in the benefit provided must likewise be found from suitable sources of funding.

Background information

11. The United Nations General Assembly, by its resolution 41/208, section 1, paragraph 6, requested ICSC, in full co-operation with UNJSPB, to undertake a comprehensive review of the methodology for the determination of the scale of pensionable remuneration for the Professional and higher categories in order to monitor the level of the scale and its adjustment between comprehensive reviews and to present its recommendations thereon to the General Assembly at its forty-fifth session.

12. In its report to the General Assembly in 1987, UNJSPB recommended the adoption, on an interim basis, of urgent measures, i.e., floor exchange rates, to deal with the problem of the rapidly declining value of the base amounts of the local-currency track pension in a number of countries for prospective retirees. In proposing the above-mentioned "floor exchange rate" it was stated that that interim measure was necessary to cope with a development for which the scheme, conceived and adopted by the General Assembly in 1978, made no provision, namely the rapid decline in the value of the United States dollar in relation to other major currencies. Furthermore, the Board stated that if future developments necessitated

/...

a rethinking of the current system, any proposed changes should be elaborated in the context of the next comprehensive review of pensionable remuneration, i.e., in the framework of the review requested by the General Assembly for submission to its forty-fifth session.

13. In 1989, at its thirty-eight session, UNJSPB examined a document submitted by the International Telecommunication Union (ITU) containing a proposal for the establishment of a pension purchasing power protection fund for ITU staff members in the Professional and higher categories. The objective of the scheme, specific to ITU, was to guarantee equality of treatment for retired staff of that organization, regardless of their place of residence, by ensuring that their pensions would not have lower income replacement values in local currency than existed at the base of the system, New York. It was stressed that, since 1982, ITU had repeatedly urged that measures be taken to ensure that the benefits payable by the United Nations Joint Staff Pension Fund (UNJSPF) were such as to maintain the equivalence of the purchasing power of pensions, irrespective of the place of retirement. While some improvements had been introduced, ITU believed that neither equity nor stability had been achieved. Furthermore, the interim measures introduced with effect from 1 January 1988 to avert the decline in the local currency value of pensions at certain locations would be in effect only until the end of 1990. A longer-term solution to replace it would have to be found that would include appropriate financing arrangements, something that did not exist for the interim floor measure. The scheme proposed by ITU specifically addressed those two issues.

14. While agreeing to examine the ITU proposal as one possible long-term approach to replacing the current interim floor measure to be studied in the context of the comprehensive review of pensionable remuneration for the Professional and higher categories, the Board reaffirmed its long-standing position that if the pension levels payable by the Fund were believed to be inadequate, then remedies should be sought in the context of UNJSPF.

15. The General Assembly, in its resolution 44/199, section IV, endorsed the conclusions of UNJSPB, in particular, that the proposal of ITU should be examined in the context of the next review of pensionable remuneration as one of the approaches applicable to a long-term solution of the adjustment of pensions expressed in local currency.

FICSA opinion on the proposals by ICSC and UNJSPB

16. FICSA considers the proposals put before you by ICSC and UNJSPB to be nothing more than a mixture of obsolete ideas that do not address any of the fundamental drawbacks of the present system. While they reflect a degree of progress in the theoretical approach, inasmuch as they recognize the validity of the replacement ratio approach, the ICSC/UNJSPB proposal, submitted for your approval, nevertheless contains a catch. First, the proposals are confined to examples of a partial career (25 years of service); secondly, they address percentages applying to data that are not comparable with those used by the comparator for pension calculations; thirdly they do not deal at all with the question of the guarantee of the amount of pension in local currency and its financing, which is one of the main reasons for the inadequacy of the present system.

/...

17. FICSA also has serious reservations with respect to the method for interim adjustment of pensionable remuneration recommended by ICSC in paragraph 22 of its report. This method consists of adjusting the pensionable remuneration at the same rate of increase as for net remuneration in the base city New York. This methodological approach is technically unsound since it ignores the progressivity of staff assessment (pensionable remuneration is the salary plus staff assessment), and unfair, since it has a negative impact on the income-replacement ratio, a systematically lower income-replacement ratio as compared to that for the comparator.

18. Concerning the margin range for pensionable remuneration, it is FICSA's opinion that this parameter is unnecessary due to the direct linkage between net remuneration and pensions through the income-replacement ratio and to the fact that remuneration is subject to a margin range.

Recommendations for action

19. For the above reasons, FICSA is disappointed by the result of this review and urges the Fifth Committee to request ICSC and UNJSPB to re-examine all aspects of pensions in order to eliminate the technical shortcomings affecting the present system and to put forward viable and lasting solutions. In the mean time, the application of the floor exchange rate measure should be extended beyond 31 December 1990, until such time that a viable and lasting solution is found and applied for the protection of the pension in local currency.

20. FICSA had made concrete proposals for a viable and lasting system of pensionable remuneration and consequent pensions for the Professional and higher categories, including proposals for adjustment of pensions in local currency, that are based on sound technical methodology, common sense, fairness and equity. The proposals, which are contained in a position paper prepared by the Federation will be made available, upon request.

21. FICSA hopes that ICSC and UNJSPB, in re-examining their proposals, will this time take account of FICSA's contribution.

B. Pensionable remuneration of General Service and related categories of staff

22. FICSA agrees with the proposal by ICSC contained in paragraph 55 (b), (c) and (d) of its report. With respect to subparagraph (a), FICSA does not consider as a priority issue the comprehensive review of pensionable remuneration for the General Service and related categories. The present system functions satisfactorily! It needs only minor changes, such as:

(a) Protecting the dollar amount of pension of staff working in duty stations with a high inflation rate and a high rate of devaluation in local currency against the dollar;

/...

(b) Securing an adequate level of pension for retired staff from areas where pensions are lower who for personal reasons are obliged to relocate to areas where pensions are higher.

23. FICSA is preparing a technical paper on this subject which will be submitted at the meeting of the preparatory working group, scheduled for 28 to 30 January 1991.

Chapter IV

Conditions of service of the Professional and higher categories

A. Comprehensive review of the conditions of service of the Professional and higher categories

1. Housing and remuneration structures

Remuneration structures

24. ICSC is recommending the maintenance of the present structure of the remuneration together with some indispensable technical improvements dealing with the rental subsidy scheme and housing measurement in the different duty stations for the following purposes:

- (a) Time-to-time and place-to-place comparison of prices;
- (b) Calculations of weights;
- (c) Structure of expenditure.

25. This recommendation is based on an in-depth analysis of the relevant statistical documentation submitted by the ICSC secretariat and coincides with the recommendations made by a tripartite working group on housing and remuneration as well as those made by the Advisory Committee on Post Adjustment Questions (ACPAQ), a technical body of ICSC.

26. FICSA welcomes and strongly supports this recommendation, which corresponds with the position adopted by the Federation from the beginning of the comprehensive review of the conditions of service for the Professional and higher categories of staff.

27. In dropping its original proposal for the separation of housing from post adjustment, ICSC implicitly recognized that it was unrealistic to expect to remedy the deterioration in remuneration by this simple strategem. On the contrary, such separation would have entailed a further impediment and complication of the management of an already complicated system.

28. The remedy to the deterioration of the salary of the staff concerned is not in the salary structure, but, as FICSA has been repeating for many years, at the base

/...

of the system - the comparator. The official statistics of the United States of America show that today a United States civil servant earns on average 32 per cent less than his counterpart in the private sector. The gap widens as responsibility increases, i.e., the higher the level of the civil servant, the wider the gap; this different is also more pronounced in United States cities with a high cost of living, such as New York.

29. The various complementary or supplementary measures of compensation evolved by the federal authorities in order to recruit and retain qualified staff and the extension of those measures to a growing number of categories of staff are evidence of the deterioration of their salaries. This deterioration is hence reflected in the remuneration of the international civil service. It follows that the only remedy would be to change the reference system by aligning it with that of the World Bank and the International Monetary Fund. In both organizations, the level of salary is based on the best prevailing rates of the private sector (66.66 per cent) and those of the public sector (33.33 per cent).

30. The recent measure adopted by the United States Congress (Pay Reform HR 5241), in order not only to stop the salary deterioration in the United States civil service, but also to eliminate the existing salary gap with the private sector, is a further example of the gravity of the situation in our comparator and the urgency of a change in the direction cited above.

Housing

31. FICSA concurs with the recommendations made by ICSC concerning:

(a) Place-to-place comparisons (e.g., housing cost would be retained as an integral part of the post adjustment system);

(b) Post adjustment index (PAI) relativities concerning housing derived from gross instead of net rents (in the case of house owners imputed gross rents would be used);

(c) Time-to-time adjustments of housing components based on housing price indices carried from external data as recommended by ACPAQ.

32. FICSA believes that these recommended changes are technically sound. Further, these changes will better reflect the differences in the housing expenses between the duty stations and the base city of the system in the post adjustment, and from one time to another within the same duty station.

Rental subsidy scheme

33. The revised scheme submitted for consideration by the Fifth Committee is basically the scheme recommended by the tripartite working group on housing and remuneration structure set up by ICSC. The technical aspects of the revised scheme have been also submitted and approved by ACPAQ.

/...

34. FICSA believes that the revised scheme is technically more sound than the earlier one. It is balanced and represents real progress as regards the staff concerned and the amount and duration of the subsidies.

35. For the above reasons, FICSA fully supports the revised scheme as recommended by ICSC.

2. Overview of allowances and the granting of expatriate entitlements to staff members living in their home country, while stationed at duty stations located in another country

36. FICSA regrets the late distribution of the document on the important issue of allowances, which has prevented its representatives from reviewing its contents. In this connection, FICSA refers, in particular, to the section dealing with expatriate entitlements, which would require careful review, including the legal aspects and the jurisprudence of the Tribunals. FICSA has always advocated the use of total compensation methodology, in comparing entitlements in the United Nations system with those of the United States comparator. FICSA objects to a piecemeal approach, such as that taken in the document concerning allowances. The information to be presented must be complete and factually correct to make any meaningful comparison. The revised version, which is before you, needs further improvement.

37. With regard to the granting of expatriate entitlements to staff members living in their home country, while serving at duty stations in another country, FICSA will strongly oppose, by all means within its power, including legal action, any attempt to exclude any group of individuals (within the category of international officials) from receiving expatriate entitlements. FICSA strongly believes that certain entitlements that are now directly related to the expatriate status, such as the education grant, should be extended to all staff, without exception.

3. Conditions of service of the Assistant Secretary-General and Under-Secretary-General and equivalent levels

38. FICSA concurs with the decisions and recommendations set out in paragraph 124 (a), (b), (c) and (d) of the ICSC report.

4. Review of post adjustment indices at Headquarters and other European and North American duty stations

39. FICSA fully supports the ICSC decision to confirm its decision as formulated in its fifteenth annual report, i.e. to review PAIs at Headquarters and other European and North American duty stations on a monthly basis for both cost-of-living and exchange rate movements. Changes in post adjustment due to cost-of-living changes should be granted either after a full 5 per cent movement has been measured or after a 12-month lapse since the last change, whichever comes first.

/...

40. This methodological approach is currently used for the interim adjustment of the salary of the General Service and related categories of staff between two main salary surveys. Furthermore, this approach will not, unlike that used previously, unduly penalize the officials working in duty stations with a low increase in cost of living, since at least one adjustment will be made every 12 months. This approach has also the advantage that it better reflects the concept of purchasing parity between duty stations, which is one of the basic elements of the United Nations salary system.

41. In conclusion, FICSA considers that the use of partial classes of post adjustment, according to the approach decided upon by ICSC, would permit better comparisons of relativities and make the system more equitable.

5. Differences between post adjustment indices and multipliers

42. FICSA totally disagrees with the decision taken on this subject (see para. 141 (a), (b) and (c) of the ICSC report). In fact, the differences between post adjustment and multipliers have different origins. Any solution must therefore take into account the basis and history of the problems. Differences may result from the following:

(a) Use of rough estimates instead of surveys;

(b) Place-to-place surveys producing lower indices than the applicable multiplier;

(c) Protection measures against the decline in the United States dollar vis-à-vis hard currencies;

(d) "Scaling-back" in the context of the margin control and the post adjustment freeze.

43. If the separate or compound effects of these factors resulted in a difference of one class of post adjustment or more, the consequence might be a reduction in take-home pay, which would not at all be justified in the last three cases mentioned above. Until such time as the ICSC secretariat, in co-operation with the organizations and the staff, has studied the matter in detail, the present system must be maintained. FICSA is prepared to participate in a working group dealing with this delicate problem of differences.

6. Longevity steps

44. This question undoubtedly raises fundamental issues on the concept of the common system, i.e. with respect to the autonomous position of the specialized agencies and the authority of the General Assembly to take decisions on their behalf. FICSA supports the concept of a common system as long as it leaves room for individual solutions to be adopted in respect of the specific needs and structure of each organization of the common system. FICSA also supports

/...

improvements for staff of a particular organization, provided that such improvements are not to the detriment of other staff.

45. In view of the above, FICSA deplores the attacks against two organizations which had introduced longevity steps in order to respond to their specific requirements. The intergovernmental bodies of the agencies concerned have approved and confirmed the need for these additional steps. FICSA profoundly believes that organizations of the common system should be free to maintain or introduce additional steps, which are pensionable, in the salary scale based on their requirements and their policies on human resources planning. FICSA hopes that the Fifth Committee and the General Assembly will share its views on this fundamental, as well as delicate issue.

7. Conditions of service of short-term staff

46. FICSA attaches great importance to this item in view of the proliferation of types of appointment and categories of staff. Such practices had resulted increasingly in circumvention of rules and regulations and often in outright abuse. Therefore, FICSA supports the proposal by CCAQ to convene a task force to investigate the matter taking into account present and future needs of the organizations. FICSA is fully prepared to participate in such a task force.

B. Remuneration of the Professional and higher categories

1. Evolution of the margin between net remuneration of the United States federal civil service and that of the United Nations system

47. With respect to the margin, ICSC is recommending that the requirement for the average margin to remain around 115 for the period 1990-1994 be waived. ICSC is aware that a new prolonged freeze in remuneration would inevitably have disastrous effects on the system. This is why it is recommending to the Fifth Committee and the General Assembly that it be applied flexibly, while maintaining a range of 110 to 120.

48. While recognizing that there is indeed a problem, ICSC did not go so far as to recommend the neutralization of the upper limit of the margin in order to avoid any risk of further freeze in salary, which even if it were to be of short duration, would inevitably have a disastrous effect on the morale of the staff.

49. As stated in paragraph 30 above the United States Congress has adopted a series of measures aimed to stop the deterioration and to improve the level of salary in the federal civil service. Therefore, FICSA believes that the authorities of the common system, in specific, the Fifth Committee and the General Assembly, should take similar measures for the staff in the system. First of all, it would be necessary to suspend the application of the upper limit of the margin in order to avoid any further freeze and consequent erosion of the purchasing power of salaries both in the base city of the system (New York) and at other duty

/...

stations. The most recent statistics available show in a number of headquarters duty stations, such as Geneva and Vienna, a loss in purchasing power more or less equal to that registered in January 1990, i.e. before the introduction of the 5 per cent salary increase in the base city. For example, for Geneva the estimate by the ICSC secretariat shows losses in purchasing power before and after the 5 per cent salary increase of 18.7 per cent and 18.1 per cent, respectively, as compared to January 1975. It is therefore indispensable to apply the upper limit of the margin with great flexibility.

50. Furthermore, it would be advisable to try to change the comparator as soon as possible and to find a healthier system of reference, capable of restoring and maintaining the competitiveness of the United Nations system. FICSA has made some suggestions to improve our salary system (see para. 29 above).

2. Matters relating to post adjustment: report on the fifteenth session of the Advisory Committee on Post Adjustment Questions

51. The price surveys of the principal headquarters duty stations, as requested by the General Assembly, have been undertaken, but not completed. Therefore, we are not able to comment on the technical results obtained.

52. We can say, however, from the primary review, that the presence of independent observers contributed significantly to ensuring an objective price-collection exercise.

53. The limited time allocated for the survey will certainly have an adverse effect not only on the amounts of information collected, but also on the results. Every effort must be made to avoid this type of problem in the future. This negative factor evidenced itself also by inhibiting a priori discussion of the results with representatives of administration and staff at the respective duty stations.

3. Base/floor salary scale

54. FICSA supports the ICSC proposal in paragraph 207 of its report, namely, for an increase in the base/floor salary scale by 8.5 per cent, effective 1 March 1991.

55. However, FICSA wants to stress the fact that the present level had been set by reference to United States civil service pay and taxes in 1989. Consequently, a retroactive increase would have been justified in order to correct the deficiencies in the calculations made in 1989 in arriving at the floor amounts. Moreover, the adjustment of the base salary scale to the comparator in Washington is made with a delay of 14 months. This lag of time is not technically justifiable, nor fair to staff.

56. FICSA hopes that in future the scale will be aligned, on the same date, with its comparator in Washington.

/...

4. Supplementary payments and deductions

57. FICSA fully agrees with the comments by ICSC in paragraph 220 of its report. However, FICSA feels bound to denounce the fact that a growing number of countries, in violation of the Charter of the United Nations and in defiance of the principle of equity, pay their citizens who are recruited for service in the United Nations additional allowances and compensation instead of endeavouring to bring about an improvement in the conditions of service, particularly as regards remuneration and social security benefits in our system. Such a practice is inadmissible, as is the practice of certain countries which, unlike those mentioned above, require their nationals to remit to them what is in some cases a high percentage of their salary.

58. FICSA formally appeals to all the countries concerned to put an end to such practice. FICSA believes that the Fifth Committee should be vigilant in order to ensure that all members, without exception, abide by the principles of the Charter and continue to take action against such deplorable practices.

Chapter V

Conditions of service of the General Service and related categories

Surveys of best prevailing conditions of service in London, New York and Rome

59. FICSA has no specific comment to add to those expressed by our colleagues at the duty stations concerned.

60. With regard to the non-implementation of the salary scale for staff in the General Service, Trades and Crafts and Security Service categories in New York, as recommended by the Commission, FICSA disagrees with the decision of the Commission set out in paragraphs 305 and 306 of its annual report to the General Assembly.

61. In this field, ICSC has the power only to make recommendations. The final decision rests in the hands of the executive heads or, as the case may be, their governing body. In the specific case of New York, FICSA approves and supports the decision of the Secretary-General not to implement the recommendations of the Commission for the reasons given in the letter that the Secretary-General addressed to the Commission, as well as the reasons given by the representatives of the administration and staff of the United Nations (see paras. 293, 294 and 295 of the ICSC report).

62. FICSA considers the decision by the Secretary-General as courageous and in recognition of the staff's effort and dedication towards the Organization's objectives.

D. Implications of the decisions arising out of the comprehensive review of conditions of service of the Professional and higher categories for the General Service and related categories

63. FICSA supports the proposals made in paragraph 235 (a), (b) and (c) of the Commission's report, but regrets that the Commission did not agree to extend to the General Service category the arrangement it had adopted for the Professional and higher categories in regard to promotion, namely, to grant at the time of promotion an increase in salary equivalent of at least two steps. Differences in this area between categories of personnel are totally unjustified. FICSA therefore hopes that the Fifth Committee will rectify this inequity during the current session.

Chapter VI

Conditions of service applicable to both categories

Review of the level of the education grant

64. FICSA supports the proposals submitted by ICSC in paragraph 251 (a), (d) and (e). However, FICSA considers a global approach in this field to be preferable to a selective approach. In any case, a definitive choice of approach should not be made before the advantages and disadvantages of one system or the other have been studied in depth.

Chapter VII

Review of the conditions of service of the Field Service category

65. FICSA concurs with the decisions as set out in paragraph 220 (a), (b), (c), (d), (e) and (f).

Chapter VIII

Action taken by the Commission under article 14 of its statute

Status of women

66. FICSA decided that 1990 would be devoted to the recruitment and advancement of women in the United Nations system. FICSA considers it imperative that women be enabled to occupy their rightful place in the common system at all levels without delay. Although official statistics show an increase in the number of women in the system, that number remains very low at the higher grades. Consequently, it seems to us that a greater effort should be made not only to recruit women candidates for vacant posts at headquarters duty stations and in the field, but also to increase training opportunities to prepare female staff members to occupy posts at the decision-making level.

67. The recent decision of ICSC to establish a tripartite working group on the status of women seems to confirm a step in the right direction for the common system, as requested by FICSA. The Federation is looking forward to participating in the tripartite working group that will deal this time with both categories of staff, i.e. Professional and higher categories as well as General Service and related categories.

Chapter IX

Action taken by the Commission under article 17 of its statute

Implementation of the recommendations and decisions of the Commission

68. The comments by FICSA and its position with respect to the decision by the United Nations Secretary-General not to apply the recommendations of ICSC for the salary survey conducted for staff in the General Service and related categories in New York are given in paragraph 61 above.

Notes

1/ Official Records of the General Assembly, Forty-fifth Session, Supplement
No. 30 (A/45/30).



General Assembly

Distr.
GENERAL

A/C.5/45/24
9 November 1990

ORIGINAL: ENGLISH

Forty-fifth session
FIFTH COMMITTEE
Agenda item 127

UNITED NATIONS COMMON SYSTEM

Comments by the Co-ordinating Committee for Independent Staff
Unions and Associations of the United Nations System

Note by the Secretary-General

The Secretary-General transmits herewith for consideration by the Fifth Committee a document submitted by the Co-ordinating Committee for Independent Staff Unions and Associations of the United Nations System (CCISUA) (see annex).

Annex

VIEWS OF THE CO-ORDINATING COMMITTEE FOR INDEPENDENT STAFF UNIONS
AND ASSOCIATIONS OF THE UNITED NATIONS SYSTEM

I. COMPREHENSIVE REVIEW

1. By its resolution 42/221 of 21 December 1987, the General Assembly requested the International Civil Service Commission (ICSC) to undertake a comprehensive review of the conditions of service of the Professional and higher categories in order to provide a sound and stable methodological basis for their remuneration. The aim of the comprehensive review was to have been the overhaul of a remuneration system that was generally felt to be extremely complex and inadequate.

2. In 1989, after extensive work by several tripartite working groups, ICSC recommended, and the General Assembly approved, a series of measures related to Professional remuneration. As we now look back on the outcome of that long and complicated process, it is clear that the achievements, with the exception, perhaps, of those related to the field, fell short of expectations.

A. Across-the-board salary increase

3. In section I H of its resolution 44/198 of 21 December 1989, the General Assembly approved, effective 1 July 1990, an across-the-board raise in Professional base salaries, the first in 15 years. The raise would, in accordance with the Assembly's provisions, average 5 per cent for all categories of staff in New York and the equivalent in local currency of the corresponding dollar amounts in other duty stations. With the precipitous decline of the dollar between the end of 1989 and July 1990, the 5 per cent across-the-board increase mandated by the Assembly represented lower percentages in hard currency duty stations, where, in addition, post adjustment had continued to be frozen. At Geneva, for example, it amounted to only 3.6 per cent.

4. Rising inflation rates in most duty stations, exacerbated by the depreciation of the dollar in hard currency duty stations, where the mechanism for compensating for currency fluctuations is not being implemented properly, are reducing the purchasing power of Professional salaries. At the root of this problem is the situation in the comparator, the United States federal civil service, supposedly "the best paid national civil service", whose salaries are used as a basis for establishing United Nations pay.

B. The comparator and the margin between United States and United Nations remuneration

5. Up to 1977, United States federal civil service salaries were pegged to those in the private sector through the Pay Comparability Act and the United States civil service was considered the best paid civil service, as required by the Noblemaire principle. It is doubtful that this remains so today, when United States federal salaries are lagging behind those in the private sector by as much as 30 per cent.

6. In 1984, in the middle of the Organization's financial and economic crisis, the General Assembly decided to freeze Professional salaries. Between 1985 and 1988, post adjustment was frozen and Professional salaries lost 17.2 per cent of their purchasing power.

7. In 1988, the freeze was lifted in New York. In other duty stations, like Geneva, for historical and local reasons, post adjustment remained frozen.

8. Against this background, CCISUA has suggested that comparisons be carried out periodically with other employers of international staff, like the European Community, the Organisation for Economic Co-operation and Development or the World Bank, that compete with the United Nations system for highly qualified staff, as well as with expatriate non-diplomatic staff and the expatriate diplomatic staff of the United States federal civil service. Such periodic comparisons could be used as a barometer or indicator of trends.

9. The General Assembly, for its part, has asked ICSC to undertake a study to determine which, in effect, is the "best paid national civil service". The process, which will start in 1991 is, however, time-consuming and may require several years of work. ICSC, since its inception 16 years ago, has not yet established a methodology for identifying the comparator civil service. In the mean time, and according to the present operation of the margin, post adjustment will again be frozen. The freeze, starting in 1991, could last two to three years according to ICSC estimates and would, in fact, wipe out the 5 per cent across-the-board increase granted in 1990. The Assembly has to consider seriously whether such fluctuations in remuneration make for sound management and fair treatment of the staff.

10. The General Assembly may also wish to consider how the margin between United States and United Nations remuneration is to be managed in the future. Rather than establishing a rigid formula that involves the Assembly in micromanagement of the margin, it may wish to allow it to move freely between 110 and 120, thus eliminating the straitjacket imposed by the 15 per cent mid-point. In the longer term, however, a more determined approach to the problem will have to be found, since the post adjustment system, established in order to reflect cost-of-living movements and achieve purchasing power parity among different duty stations, cannot operate properly given a comparator that does not regularly adjust remuneration to take into account cost-of-living movements.

C. Treatment of housing in the remuneration structure

11. The main purpose of the comprehensive review was to restructure a remuneration system that had been seriously disrupted by external factors, including rampant inflation and highly volatile exchange rates, as well as by internal circumstances, in particular the Organization's financial crisis. Its stated aim was to simplify and render transparent an extremely complex system made almost incomprehensible by layer upon layer of corrective measures.

12. One of the most important departures from the existing system was the proposal to separate the housing component from the rest of the remuneration package. This was felt to be necessary in order better to reflect widely varying conditions that had given rise to inequities among duty stations as well as among staff members in the same duty station. CCISUA supported the separation of housing as a means to simplify the system and to reflect actual conditions in different duty stations. It maintained, however, that, if housing was to be excluded from post adjustment, it would also have to be excluded from margin control since, otherwise, the housing component would move freely everywhere except at the base (New York).

13. When it became apparent that even those members of the Commission who supported the separation of housing would not agree that this element of remuneration should move freely, CCISUA had to withdraw its support for the new structure. A fresh attempt was then made, through tripartite working groups, at improving the existing post adjustment system and the rental subsidy scheme.

14. CCISUA supports the proposals outlined by ICSC in its report to the General Assembly ¹/ at its current session. Although the system now advanced does not represent a major departure, it introduces some changes aimed at correcting past inequities.

15. One important element is the use of gross rents (actual rents plus rental subsidy) for place-to-place comparisons and housing price indices from external sources for the time-to-time adjustment of the post adjustment index (PAI). This would help to correct a major problem in the system which was created at the time the existing rental subsidy was established and which was one of the main causes of the downward spiral that affected remuneration. This was the use of net rents for PAI calculations, which depressed PAIs at a time when rents at the base of the system were reaching unprecedented highs and placed the burden of paying for the rental subsidy on "old-timers".

16. CCISUA also supports the improved rental subsidy scheme proposed by the Commission, which would extend the period during which the staff member would be entitled to receive the subsidy and make the subsidy payable to some categories of staff who were previously not entitled to receive it.

D. Floor/base salaries

17. CCISUA reiterates the need for a regular adjustment of the base/floor salary to reflect the movement of remuneration of the United States federal civil service, as envisaged by the Working Group on the comprehensive review of the conditions of service of the Professional and higher categories and implicitly recognized by the General Assembly in resolution 44/198. The base/floor scale was part of an integrated approach to remuneration that aimed at eliminating negative classes of post adjustment. It was also meant to be used to calculate payments under the new hardship and mobility matrix and separation payments. Against this background, a raise of the base/floor is not only in order but consistent with the new system as envisaged by the Working Group, approved by the Commission and endorsed by the General Assembly in its resolution 44/198.

E. Education grant

18. As part of the comprehensive review, ICSC recommended that the level of the education grant be reviewed regularly (every two years) in order to avoid steep increases after long periods during which its level had been allowed to decline. In view of the continuous rise of education costs, at least in some currencies, ICSC has now recommended a selective increase in the level of this allowance. CCISUA supports this approach and the recommended increase. It also stresses the need for the automatic adjustment of this benefit, in order to introduce a larger measure of clarity, simplicity and predictability.

19. In this context, Consultative Committee on Administrative Questions (CCAQ) has undertaken to carry out a study, in 1991, of the process for setting education grant levels. CCISUA believes the education grant should be equally applicable to all staff and that the extension of the grant should be seriously studied by CCAQ.

II. PENSIONABLE REMUNERATION

20. Since 1983 several measures modifying the United Nations pension system have been adopted. Many of them, including those affecting the benefit accumulation rate and the pensionable remuneration adjustment system, have had a negative impact on United Nations staff pensions. In this context, CCISUA would like to stress once more the need for stability in pension matters.

21. The General Assembly, by its resolution 41/208 of 11 December 1986, requested ICSC, in full co-operation with the United Nations Joint Staff Pension Board (UNJSPB), to undertake a further comprehensive review of the methodology for the determination of pensionable remuneration for the Professional and higher categories, for monitoring the level of the scale and for its adjustment between comprehensive reviews.

22. CCISUA has repeatedly emphasized that income replacement, as established by the General Assembly in the above-mentioned resolution, should remain the basis of the methodology for determining pensionable remuneration. For this purpose, total

/...

net remuneration at the base, New York, including the New York-Washington cost-of-living differential and the United Nations-United States remuneration margin, should continue to be used.

23. Regarding the interim adjustment procedure to be applied between comprehensive reviews of pensionable remuneration, CCISUA considers it unnecessary to establish a margin for pensionable remuneration, since control of pensionable remuneration is already exercised through income replacement at the base. On the other hand, there is no reason why an indicative margin, calculated in the same way as the remuneration margin, should not continue to be reported to the Assembly each year.

III. ADJUSTMENT OF PENSIONS

24. Regarding the pension adjustment mechanism, CCISUA considers it is of paramount importance to ensure equality of treatment for all staff members retiring at a given duty station with the same number of years of service and at the same grade. In this regard, the Pension Board should be encouraged to devise timely solutions and to avoid introducing ad hoc or interim measures that represent only a temporary palliative and give rise to widespread discontent when they are discontinued.

IV. FUNCTIONING OF THE INTERNATIONAL CIVIL SERVICE COMMISSION

25. CCISUA notes some improvements in the Commission's working methods, which encouraged its resumed participation in the deliberations of ICSC. In particular, the decision adopted by ICSC at its thirty-first session was generally well received. ICSC decided that "as a general rule, on all issues affecting the conditions of service of United Nations common system staff, representatives designated under rule 37, subparagraph 1 (a) of the ICSC rules of procedure might attend all the Commission's meetings, including those at which decisions were taken". CCISUA has consistently advocated the elimination of executive sessions on matters directly affecting the conditions of service of the staff with consequent modification of the ICSC rules of procedure. This is the only way to promote an atmosphere of mutual trust. Executive sessions not related to decision-making on staff issues should remain a rare exception, to be preceded by an explanation of the reasons why a closed session is deemed necessary.

26. Another positive move was the decision of the Commission that it would "on major issues, as determined on its own initiative or on the proposal of the representatives of the organizations or of staff, establish tripartite working groups". The usefulness of the tripartite working groups was demonstrated in the case of the comprehensive review.

27. CCISUA has repeatedly emphasized the need for the Commission to work strictly within the confines of its mandate. Its role is one of fact-finding on technical issues. Accordingly, it should not diverge into political or managerial issues that fall outside its terms of reference.

28. CCISUA recognizes that it is the prerogative of the General Assembly to deal with all matters that have political and financial implications and to set the general parameters for the functioning of the Organization. However, it is extremely difficult for the Assembly to deal, within the limited time available to it during its sessions, with technical matters that require detailed consideration or with the details of day-to-day management. However, if the General Assembly continues to be involved with such matters, it is essential that staff representatives participate in the informal consultations, in particular when proposals are being discussed.

29. Recognizing the need to enhance the work of ICSC, the General Assembly, in its resolution 44/198 II, paragraph 1, requested "the Secretary-General, together with his colleagues in the Administrative Committee on Co-ordination and after consultations with the representatives of staff participating in the International Civil Service Commission, to review the functioning of the Commission and to submit to the General Assembly at its forty-sixth session a report on the matter together with the views of the Commission thereon".

30. CCISUA believes that such a review is essential. CCAQ has now submitted a preliminary report that presents a realistic picture of the problems related to the functioning of the Commission. CCISUA will participate actively in all efforts aimed at improving the functioning of ICSC.

V. SHORTCOMINGS OF THE CO-ORDINATING MECHANISM

31. The co-ordinating mechanism, established to ensure uniform conditions of service throughout the common system, is not operating as envisaged. Since the decisions made by the General Assembly are not binding on all the common system organizations, there are insidious discrepancies in the entitlements of the staff members of the different organizations serving at the same duty station. This situation is a continuous source of friction and unnecessary conflict.

32. Under the current arrangements, the Administrative Committee on Co-ordination is unable to perform its co-ordinating role and ensure uniform conditions of service among common system organizations. In the view of CCISUA, this problem deserves special attention. It is essential to avoid competition among international organizations and conflicting approaches by different governing bodies.

VI. STATUS OF WOMEN

33. It is 20 years since the United Nations system first addressed the question of the status of women. After repeated expressions of good intent by Member States and numerous United Nations resolutions on this subject, women are still facing many, if not most, of the same problems. These include considerable disparities in grade distribution, slow rates of advancement, a narrow range of occupations, inadequate geographical distribution and limited career development prospects. As noted by ICSC in its report on its thirty-first session, "for the majority of

/...

organizations of the common system, appointing and placing women in substantive core posts remains one of the hardest barriers to penetrate ... A number of organizations have still not set targets for the advancement of women ... Furthermore ... it is not clear what the organizations, with two or three exceptions, plan to do in order to increase the number of women ... in Professional posts".

34. In spite of some measure of progress, the proportion of women in the regional commissions with the exception of the Economic and Social Commission for Asia and the Pacific, as well as in the United Nations Environment Programme and the United Nations Conference on Trade and Development, remains below 20 per cent, as indicated in document A/45/548.

A. Concentration of women in service-oriented occupations

35. Professional women are still to be found mainly in service-oriented occupations (administration and management, library and language posts) rather than in the policy-making and programme areas, which may partly account for their low promotion rates, when compared to men.

B. Geographical distribution

36. As regards posts subject to geographical distribution, the 30 per cent target set by the General Assembly for 1990 has yet to be attained. It should perhaps also be noted that such posts represent only 40 per cent of the total number of Professional posts in the Secretariat and that, of the 202 staff members appointed in the period 1 July 1989 to 30 June 1990, the 63 women (31.2 per cent) were all appointed at levels P-1 through P-4, whereas, of the 139 men, 19 (13 per cent) were appointed at levels P-5 and above.

37. In the Secretariat there are at present no women Assistant Secretaries-General and the number of female Under-Secretaries-General has been halved. The number of women at D-1 and P-5 levels has also declined.

38. The Economic and Social Council, in its resolution 1990/3 of 24 May 1990, has now recommended, although the General Assembly has yet to endorse it, a new target of 35 per cent by the end of 1995 for posts subject to geographical distribution. We cannot be content with such limited goals and such slow progress.

C. Career development

39. Career stagnation is particularly acute among women in the General Service category. Many women, most notably secretaries, are in occupations with low grade ceilings. The absence of a proper career development system, which has been in the pipeline for years, often leads to underutilization of their skills. To this can be added the frustration of working in an environment which relegates them to hallways lacking privacy and direct access to natural light. They are confronted

/...

with attitudes that sometimes have barely changed since the beginning of the century. Additionally, General Service women have had to face a gender bias which gives higher value to the same functions when performed by male colleagues.

D. Rate of recruitment

40. In the Secretariat, in January 1990 special emergency measures were adopted in order to reach the 30 per cent target set by the General Assembly and continuation of these measures is also planned. 2/

41. These measures, however, have had very limited success and have resulted in the concentration of recruitment at the lower levels of the Professional category. In August one woman joined the Organization at the D-2 level and another was to have been promoted in October.

E. What needs to be done

42. Most of the measures that need to be taken to improve the status of women have already been outlined by the General Assembly in its resolutions on the subject. They include the following:

- (a) Increasing the number of women in Professional posts;
- (b) Increasing the proportion of women at senior and policy-making levels;
- (c) Establishing targets and monitoring of implementation;
- (d) Monitoring promotion procedures to ensure equitable opportunities for the advancement of women;
- (e) Training;
- (f) Reviewing the situation of General Service staff;
- (g) Eliminating prejudices and modifying attitudes and factors which work against women.

F. Who is to do it

43. Responsibility for implementation of these measures rests in the first place with the organizations themselves. This requires commitment at the highest levels as well as inter-agency co-operation. At the level of departments, it is also necessary to establish responsibility and define accountability of those involved in the process of bringing women to the organizations and shaping their careers.

44. Responsibility also rests with Member States, who should do more to nominate women candidates to posts subject to geographical distribution. In this

/...

connection, it is noteworthy that only 61 permanent missions in New York have responded positively to the request to nominate a member of their staff to serve as focal points for women. Some regions, notably Africa, the Middle East, Eastern Europe and Latin America remain particularly underrepresented. But the actions of Member States cannot be substituted for a vigorous and aggressive recruitment campaign. There are plenty of qualified women available; it only requires a determined effort to find them.

G. ICSC tripartite working group

45. The ICSC, at its thirty-second session, decided to form a tripartite working group on the status of women in both the General Service and Professional categories whose exact terms of reference would be quite broad and whose overall aim would be to identify the problems facing women in the United Nations system and to aid the Commission in devising strategies for the implementation of its recommendations. 3/

46. It is not for want of resolutions and declared intentions that the status of women in the organizations has not improved. Rather, it is the failure of those ultimately responsible for change to confront the issues head on and commit themselves fully to the obligations clearly stated in the Assembly's list of good intentions.

VII. LOCAL SALARY SURVEY IN FIELD OFFICES

47. At the field level, locally recruited staff are facing severe conditions in high-inflation countries. The salary survey methodology is not sensitive enough to capture rapid fluctuations in the standards of living at the local level. It is becoming common to use comparators that do not represent the best salary conditions in such situations. On the other hand, when the salary survey is conducted the implementation is done late so that the situation has already eroded to the point that another survey is practically necessary. The suggestion in this case is to revise the methodology and create appropriate mechanisms to respond more effectively and accurately to rapid changes in the economy that can adversely affect the well-being of staff in the field, especially the locally recruited staff.

VIII. IMPLEMENTATION OF THE RECOMMENDATIONS OF THE COMMISSION'S GENERAL SERVICE SALARY SURVEY IN NEW YORK

A. ICSC recognizes its mandate

48. The Commission, in its report, 1/ correctly recalls that its mandate is to make recommendations regarding salary scales for the General Service and related categories. The Commission recognizes that under the staff rules, decisions regarding the implementation of such recommendations rests with the Secretary-General. Had ICSC confined its report on this subject to paragraph 297, there would have been very little or indeed nothing for the staff to say.

49. Consequently, the Commission should have limited itself to this clear statement of its role. It has chosen instead to contradict paragraph 297 and to launch an extended polemical attack on the staff and the Secretary-General. In addition, this polemic is both short on facts and self-contradictory in many points.

B. The views of the staff have been misrepresented
in the Commission's report

50. In paragraph 298 the Commission states that, "while the staff of the New York based organizations had raised specific issues, they failed to make a convincing case regarding improper or faulty application of the methodology, this in spite of repeated requests from a member of the Commission to cite even a single example".

51. To call this a misrepresentation is being polite. In its presentation to the March session, the staff clearly cited at least one example, namely, that the acceptance of data from companies that did not grant an interview to the survey team, i.e. mail-in or telephone data, was a practice which was not in accordance with the methodology. As a result, the staff requested that these employers be removed from the survey exercise. This request, as most made by the staff, was denied by the Commission. But the truth is, the staff raised methodological problems on several different occasions that were never addressed by the Commission. For example, the dispute over educational qualifications was never brought to the attention of the Commission, as required by paragraph 7 (a) of the methodology.

52. What the Commission fails to report, which is reflected in the official record, is that the staff at the March session specifically proposed to the Commission to postpone consideration of the salary scale for the General Service category. The staff requested the "ICSC secretariat, the administrations and the staff to continue to seek a mutually agreeable solution to be presented to the Commission at its thirty-second session (in July) and at the same time to initiate a tripartite working group to study alternative ways to carry out future surveys in New York". All of the problems that were experienced could have been avoided if the Commission had been willing to postpone its consideration of the General Service survey until its July session. Such a simple request would have kept the matter within the purview of the Commission until its recommendations were communicated to the Secretary-General. The Commission chose not to do so.

C. The Commission refused to review the conduct and
results of the survey

53. The Commission claims in paragraph 299 of its report that the special working group set up to review the results of the survey, "unlike the Commission, offered no guarantees of an objective approach". However, the Chairman of ICSC repeatedly refused to participate in the Working Group even though invited to do so. In his letter of 18 April 1990 to Mr. Gomez and Mr. Flanders, he stated:

/...

"Your request for additional information necessary for the Working Group's deliberations is noted. In this regard, kindly note that during the meeting I and the Vice-Chairman of the Commission, Mr. Carlos Vegega had with the Secretary-General and Mr. Gomez on 16 April, it was indicated that neither I nor the ICSC secretariat could properly participate in the planned meetings of the Working Group since the Commission itself had already concluded its consideration of the matter and adopted its recommendations."

54. The spirit of non-co-operation with the requests of the Secretary-General and the staff to discuss further or re-examine the issues of the survey is obvious from this passage.

D. The Secretary-General could not refer the matter back to the ICSC

55. The Commission, in paragraph 300 of its report, states that "If the Secretary-General felt that he could not accept the recommendation of the Commission because of perceived technical deficiencies of the survey, the matter should have been sent back to the Commission for further consideration".

56. The truth is, as pointed out above, the Commission repeatedly refused the pleas of the staff and the Secretary-General to keep the discussion open. The Secretary-General was left with no option but to review the issues without the Commission's participation.

E. The Commission has exceeded its mandate

57. The statements made by the Commission in paragraph 301 of its report are in direct contradiction to its statements made in paragraph 297 of the same report, namely that the role of the Commission is to make recommendations and the role of the Secretary-General is to make decisions. According to the implications of paragraph 301, the Secretary-General can take no decision "contrary to the recommendations of the Commission", since to do so would create an "unfortunate precedent". In other words, the recommendations of the Commission have the force of law and the Secretary-General has no choice but to implement them. It is interesting to note that the Chairman of the Commission, Mr. Akwei, wrote to the Secretary-General on 7 June inquiring about implementation of the Commission's recommendations. He said, "I would appreciate receiving information as to when and how you intend to implement the Commission's recommendations regarding the salary scale for the General Service category".

58. If the Secretary-General must implement the recommendations of the Commission regardless of the managerial implications for the Organization, then the role of the Secretary-General under the Charter as the chief administrative officer would be severely compromised. The Commission would consequently have ultimate authority in the administration of the staff, a role it is hardly equipped to play.

F. The Commission refuses to undertake an accelerated survey of New York General Service staff

59. The Commission claims in paragraph 303 of its report that staff of the General Service in New York are overpaid by some 4.6 per cent and would continue to be so "until the results of a future salary survey resulted in a change in the salary scale, implemented by the Secretary-General". It is hard to comprehend in paragraph 302 why the Commission would not accede to the request of the Secretary-General to undertake an accelerated survey of the General Service in New York. Clearly, if the Commission is convinced an irregular situation exists, it should be prepared to correct it as soon as possible.

G. The Commission opens the technical arguments

60. In paragraph 305 of its report, the Commission repeats the same misrepresentation of staff views as contained in paragraph 298 and states that the survey was carried out in a technically correct manner. We find such arguments unnecessary, but since the Commission has opened the topic, the following major deviations were identified:

METHODOLOGY REQUIREMENTS
ICSC/27/R.10

DECISIONS BY THE COMMISSION

Paragraph 18

"The surveyed jobs should account for at least half the total population and at least 40 to 50 per cent of the population in each surveyed grade."

The survey covered about 25 per cent of the total population.

Paragraph 7

"Should any problems arise during the preparatory phase of the survey, they are to be brought to the Commission's attention for its review prior to the actual start of data collection."

Administration and staff disagreed on the question of educational qualifications, and a letter was addressed to the Chairman of the Commission. Yet, the Commission was not informed of the matter.

Paragraph 9

"In the selection of employers ... research, contact and consultation ... with representatives of the administration and staff should be carried out."

The interview with employers during such contacts was conducted without participation of staff and the Commission's secretariat.

METHODOLOGY REQUIREMENTS
ICSC/27/R.10

DECISIONS BY THE COMMISSION

Paragraph 33

"The decision-making process regarding job matching should be well documented and should be based on specific guidelines and practical tools for that purpose."

No guidelines were available in writing for job matching.

61. The strength and credibility of ICSC recommendations rests on the confidence that the parties have in the objectivity and fairness of the Commission's deliberations. We regret to state that, by submitting the kind of report we find in paragraphs 297 to 396, the Commission has done little to enhance its credibility.

H. Summary of main points

62. (a) Serious difficulties were encountered in the implementation of the salary survey methodology for the General Service staff in New York;

(b) These difficulties were pointed out to the Commission, both by the staff and the administration during the March 1990 session of the Commission and as a consequence, the staff proposed to the Commission to postpone final consideration of the matter until its July session so as to investigate further the concerns expressed;

(c) The Commission refused to postpone its consideration of the matter;

(d) Under the Staff Rules of the United Nations, the Secretary-General is charged with the responsibility of setting General Service salary scales. The Commission, under its statutes, makes recommendations, which by their nature are advisory;

(e) The Secretary-General set up a special working group with the participation of the United Nations Development Programme and the United Nations Children's Fund to review the conduct and results of the survey and invited the Commission secretariat to participate;

(f) The Chairman of ICSC declined to participate;

(g) The Commission failed in its basic task of establishing the uncontested facts regarding the "best prevailing conditions" and refused to participate in any additional discussions or investigations that might have established such facts;

(h) The Commission makes a claim that the staff is overpaid, yet it refuses to undertake an accelerated survey of the General Service category to substantiate such claim.

/...

Notes

1/ Official Records of the General Assembly, Forty-fifth Session, Supplement No. 30 (A/45/30).

2/ A/45/548.

3/ Official Records of the General Assembly, *ibid.*, para. 288 (b).



General Assembly

Distr.
GENERAL

A/C.5/45/25
19 October 1990

ORIGINAL: ENGLISH

Forty-fifth session
FIFTH COMMITTEE
Agenda items 118 and 29

PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

THE SITUATION IN AFGHANISTAN AND ITS IMPLICATIONS FOR INTERNATIONAL PEACE AND SECURITY

Programme budget implications of draft resolution A/45/L.3

Statement submitted by the Secretary-General in accordance with rule 153 of the rules of procedure of the General Assembly

A. Request contained in the draft resolution

1. Under the terms of operative paragraphs 2 and 9 of draft resolution A/45/L.3, the General Assembly would:

(a) Express its deep appreciation to the Secretary-General and his Personal Representative for their constant efforts to achieve a political solution of the Afghanistan problem;

(b) Request the Secretary-General and his Personal Representative to encourage and facilitate the early realization of a comprehensive political settlement in Afghanistan in accordance with the provisions of the Geneva Agreements 1/ and of the present resolution.

B. Relationship of proposed request to the approved programme of work

2. The above request relates to the good offices functions of the Secretary-General. The nature of the Organization's involvement in this area is determined by the Secretary-General in the light of his consultations with the parties involved, of the relevant decisions of the deliberative organs of the United Nations and of developments. 2/

3. Consequently, although resources are provided in the programme budget for activities in support of the Secretary-General's functions in the area of international peace and security, related activities are not in general programmed in the programme budget as being, in fact, of an extraordinary nature. At its forty-fourth session, the General Assembly approved appropriations for activities in 1990 related to the situation in Afghanistan on the basis of a statement of programme budget implications 3/ of the draft resolution that was subsequently adopted as General Assembly resolution 44/15 of 1 November 1989.

C. Activities by which the proposed request would be implemented

4. In its resolution 44/15, the most recent of the Assembly's resolutions on the situation in Afghanistan, the General Assembly requested the Secretary-General to encourage and facilitate the early realization of a comprehensive political settlement in Afghanistan in accordance with the provisions of the Geneva Agreements 1/ and of that resolution. Administrative and logistical support for the Secretary-General's activities in this context was provided by the United Nations Good Offices Mission in Afghanistan and Pakistan (UNGOMAP), which was established to carry out the role envisaged for the United Nations under the Agreements and which was to have ended by 15 January 1990.

5. In view of the scheduled cessation of UNGOMAP, the Secretary-General informed the General Assembly that, should it adopt the draft resolution subsequently adopted as General Assembly resolution 44/15, provision would be required for a Personal Representative to be based in the region, together with supporting staff and related operating costs. The General Assembly accordingly appropriated \$5,855,100 for such costs in 1990.

6. On 9 January 1990, the Secretary-General wrote to the President of the Security Council 4/ concerning arrangements for temporary deployment in Afghanistan and Pakistan of military officers from existing United Nations operations to assist in the mission of good offices for a further period of two months. In its resolution 647 (1990) of 11 January 1990, the Security Council confirmed its agreement to these measures.

7. Following consultation with the signatories of the Geneva Agreements, the Secretary-General concluded that another extension of the existing arrangements would not meet with the necessary consensus. In his letter of 12 March 1990, 5/ the Secretary-General informed the President of the Security Council that, in light of that fact, he intended to redeploy a limited number of military officers as military advisers to his Personal Representative to assist in the further implementation of the responsibilities entrusted to him under General Assembly resolution 44/15. With the cessation of the UNGOMAP arrangements, the Office of the Secretary-General in Afghanistan and Pakistan (OSGAP) was established in order to intensify the Secretary-General's efforts for a comprehensive political settlement. In his letter of 28 March 1990, 6/ the President of the Council informed the Secretary-General that his letter had been brought to the attention of the members of the Council, who had no objection to the action that he proposed.

/...

8. In order to implement Security Council resolution 647 (1990) and strengthen the provisions for OSGAP, the concurrence of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) was sought for the Secretary-General to enter into commitments under the provisions of General Assembly resolution 44/203 of 21 December 1989 on unforeseen and extraordinary expenses in the biennium 1990-1991. In his letter of 18 May 1990, the Chairman of ACABQ conveyed the Committee's agreement to the Secretary-General entering into commitments up to \$1,482,400 for this purpose.

9. Should the General Assembly adopt draft resolution A/45/L.3, the Secretary-General would continue and intensify his efforts for a comprehensive political settlement in Afghanistan which are described in his report 7/ currently before the Assembly. This would involve extension of the provision for the Personal Representative of the Secretary-General and for supporting staff and related costs through 1991.

D. Modifications required in the programme of work for 1990-1991

10. As noted in section B above, activities in this area are not programmed in the programme budget for the biennium 1990-1991. Consequently, no modification will be required.

E. Additional requirements for 1990-1991

11. Requirements for 1990 are currently estimated at \$6,354,500, compared with the initial appropriation for 1990 of \$5,855,100 and the subsequent commitment authority of \$1,482,400 granted by ACABQ. This reduction in anticipated expenditures reflects a number of factors, including actual post incumbency, the uncertainties inherent in an operation of this nature and, notably, maximum economy in the use of the chartered aircraft. Additional appropriations in respect of projected expenditures in 1990 will be requested in the context of the first performance report for the biennium 1990-1991.

12. Requirements for 1991 are estimated at \$6,742,100. This includes provision for continuation through 1991 of the posts originally authorized for 1990 (1 ASG, 1 D-1, 3 P-5, 1 P-4, 6 General Service (Other level), 8 Field Service and 13 Local level) as well as those added from 15 March 1990 with the concurrence of ACABQ (1 General Service (Other level), 3 Field Service and 21 Local level). In addition, provision is proposed for five additional posts in 1991 (2 P-4 and 3 Local level). Further details of these requirements are set out in the annex to the present statement.

13. Accordingly, should the General Assembly adopt draft resolution A/45/L.3, it is estimated that additional requirements in the amount of \$6,742,100 would arise.

F. Potential for absorption

14. The programme budget for the biennium 1990-1991 includes no provision for continuation of the activities outlined above and it is not anticipated that the related estimated cost of \$6,742,100 can be absorbed within existing appropriations.

G. Indication of additional requirements

15. Accordingly, should the General Assembly adopt draft resolution A/45/L.3, it is estimated that an additional non-recurrent appropriation of \$6,742,100 would be required under section 1 of the programme budget for the biennium 1990-1991.

16. Furthermore, an additional appropriation of \$379,200 would be required under section 31 (Staff assessment), offset by the same amount under income section 1 (Income from staff assessment).

H. Contingency fund

17. Under the new budget process established by the General Assembly in its resolution 41/213 of 19 December 1986, additional expenditures proposed over and above those in the proposed programme budget should be accommodated within a contingency fund, set at \$15 million for the biennium 1990-1991 by General Assembly resolution 43/214 of 21 December 1988. Paragraph 11 of annex I to General Assembly resolution 41/213, however, provides, inter alia, that revised estimates:

"... arising from the impact of extraordinary expenses, including those relating to the maintenance of peace and security, as well as fluctuations in rates of exchange and inflation, shall not be covered by the contingency fund and shall continue to be treated in accordance with established procedures and under the relevant provisions of the Financial Regulations and Rules. ..."

18. It is the Secretary-General's view that the additional requirements that would arise, should the General Assembly adopt draft resolution A/45/L.3, are clearly of an extraordinary nature, relating to the maintenance of peace and security and should thus be treated outside the procedures related to the contingency fund.

Notes

1/ Official Records of the Security Council, Forty-third Year, Supplement for April, May and June 1988, document S/19835, annex I.

2/ A/37/6 and Corr.1, para. 2.11.

3/ A/C.5/44/15.

4/ S/21071.

5/ S/21188.

6/ S/21218.

7/ A/45/635-S/21879.

/...

Annex

ESTIMATED REQUIREMENTS IN 1990-1991 RELATED TO DRAFT RESOLUTION
A/45/L.3 ON THE SITUATION IN AFGHANISTAN AND ITS IMPLICATIONS
FOR INTERNATIONAL PEACE AND SECURITY

1. Estimated requirements for 1990 are summarized below:

Table 1. Requirements for 1990

	(1) Appropriations for 1990	(2) Estimated requirements in 1990	(3) Difference (2) - (1)	(4) Commitment authority approved by ACABQ
Temporary posts	1 001 000	1 201 000	200 000	492 100
Military officers' allowances	393 000	393 000	393 000	
Common staff costs	932 400	1 397 600	465 200	339 100
Travel of staff	82 100	81 400	(700)	4 000
Travel of military officers	158 000	158 000	254 000	
Rental and maintenance of premises	36 400	72 500	36 100	45 400
Utilities	5 100	22 000	16 900	1 700
Rental and maintenance of equipment	21 600	49 300	27 700	21 400
Rental and operation of aircraft	3 040 200	2 162 000	(878 200)	(300 000)
Communications	97 300	66 000	(31 300)	
Miscellaneous services	68 000	68 000	54 700	
Freight and cartage	20 200	19 000	(1 200)	
Supplies and materials	71 900	100 100	28 200	22 000
Office furniture and equipment	114 500	135 000	20 500	15 000
Vehicles	110 100	228 600	118 500	140 000
Communications equipment	322 300	201 000	(121 300)	
Total	5 855 100	6 354 500	499 400	1 482 400

/...

2. Estimated requirements for 1990-1991 are summarized below:

Table 2. Estimated requirements for 1990-1991

	(1) Revised estimated requirements for 1990	(2) Estimated requirements for 1991	(3) Estimated requirements for 1990-1991 (1)+(2)
Consultants a/	-	53 000	53 000
Temporary posts	1 201 000	1 575 200	2 776 200
Military officers' allowances	393 000	295 800	688 800
Common staff costs	1 397 600	1 520 000	2 917 600
Travel of staff	81 400	80 000	161 400
Travel of military officers	158 000	57 600	215 600
Rental and maintenance of premises b/	72 500	280 700	353 200
Utilities	22 000	26 100	48 100
Rental and maintenance of equipment	49 300	55 000	104 300
Rental and operation of aircraft c/	2 162 000	2 459 600	4 621 600
Communications	66 000	118 000	184 000
Miscellaneous services d/	68 000	125 800	193 800
Freight and cartage	19 000	25 000	44 000
Supplies and materials	100 100	70 300	170 400
Office furniture and equipment	135 000	-	135 000
Vehicles	228 600	-	228 600
Communications equipment	201 000	-	201 000
Total	6 354 500	6 742 100	13 096 600

a/ It is proposed to make provision in 1991 for the services of a consultant, with expertise in the demography and history of the Afghan people, to meet with the various groups inside and outside the country and report to the Personal Representative on the views expressed.

b/ The proposed provision for rental and maintenance of premises in 1991 includes provision for rental of premises at Islamabad (\$50,600), Peshawar (\$13,300) and Kabul (\$148,800) as well as for maintenance (\$68,000). While the host Government has thus far provided rent-free premises at Kabul, it is not yet known if this arrangement will continue in 1991.

c/ The proposed provision for rental of aircraft in 1991 is based on current rates and assumes a total of 200 flight hours during the year, or somewhat more than one flight a week on average to Kabul.

d/ Includes a provision of \$106,800 for contractual security services.

/...

3. The staffing requirements for 1991 are summarized below:

Table 3. Staffing requirements in 1991

Professional and higher level	Mission area				Headquarters		TOTAL proposed for 1991
	Originally approved for 1990	Added from 15 March 1990	Now proposed for 1991	Total proposed for 1991	Originally approved for 1990	Added from 15 March 1990	
ASG	1	-	-	1	-	-	1
D-1	1	-	-	1	-	-	1
P-5	3	-	-	3	-	-	3
P-4	-	-	2	2	1	-	3
Total	5	-	2	7	1	-	8
<u>General Service and Other</u>							
Field Service	8	3	-	11	-	-	11
General Service (Other level)	5	-	-	5	1	1	7
Local level	13	21	3	37	-	-	37
Total	26	24	3	53	1	1	55
GRAND TOTAL	31	24	5	60	2	1	63

4. As indicated above, it is proposed to provide for five additional temporary posts (2 P-4 and 3 Local level) in 1991. The original estimates for UNGOMAP included provision for a chief administrative officer at the P-5/D-1 level. The function was in fact carried out by a senior Field Service Officer and the post was not included in the proposed staffing of OSGAP. Ad hoc arrangements since that staff member's retirement in April 1990 have not proved satisfactory and it is now proposed to include provision for an administrative officer at the P-4 level in 1991. The need for this support is underlined by the size and complexity of the operation, based as it is in three locations in two countries and facing as it does security, travel and communications problems.

5. As discussions with various segments of Afghan society progress, there is an increasing need for a fully qualified Professional interpreter/translator at the P-4 level. The increasing complexity and sensitivity of such discussions underline the need for such support.

6. Experience in 1990 has indicated a need for additional local support staff: a driver/interpreter at Kabul to accompany the military advisers on their field trips, a translator in Islamabad to monitor local print media for information and reports related to the work of OSGAP and a handyman at Islamabad to maintain and carry out repair work at Islamabad and Peshawar under the supervision of Field Service officers.



General Assembly

Distr.
GENERAL

A/C.5/45/26
24 October 1990

ORIGINAL: ENGLISH

FIFTH COMMITTEE
Forty-fifth session
Agenda item 118

PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

Review of translation and interpretation services for all official languages in the Economic Commission for Africa

Note by the Secretary-General

INTRODUCTION

1. In section VIII of its resolution 44/201 B of 21 December 1989, the General Assembly, after considering the observations of the Advisory Committee on Administrative and Budgetary Questions ^{1/} and the discussions held on the subject in its Fifth Committee, ^{2/} requested the Secretary-General to review the translation and interpretation services for all official languages in the Economic Commission for Africa (ECA), including the question of the retention of trained personnel and the possibility of restoring the Training Centre, and to report on the results of the review to the General Assembly at its forty-fifth session.

I. TRANSLATION SERVICES

2. In 1977, the Secretary-General submitted to the General Assembly at its thirty-second session, in the context of the proposed programme budget for the biennium 1978-1979, a report on the programme for training English and French translators at ECA (A/C.5/32/35). This report described, *inter alia*, the growing difficulties of finding qualified French and English translators/précis writers to fill vacancies at the Commission's secretariat. In order to alleviate difficulties in finding qualified English and French translators/précis writers, the report recommended establishing a training programme to be conducted at ECA to prepare suitable candidates to become translators/précis writers. The training programme was authorized by the General Assembly with effect from the biennium 1978-1979.

3. At its thirty-fifth session, in section IV of resolution 35/217 of 17 December 1980, the General Assembly requested the Secretary-General to submit to the Assembly at its thirty-sixth session an evaluation of the training programmes of the two previous bienniums, to be considered by the Assembly before it approved funds for the fourth training programme. In his report, the Secretary-General indicated that the programme had accomplished its objectives programmed under the regular budget and was, therefore, no longer needed (A/C.5/36/17). From the biennium 1982-1983, the programme was discontinued.

4. The Translation Services Unit of ECA has as its main function the translation of documents from one of the official languages (Arabic, English and French) into the other official languages. It is also responsible for providing terminology advice. The Unit comprises 16 Professional and four General Service (Local Level) posts, which are budgeted under section 13 of the 1990-1991 programme budget. The distribution of the Professional posts by languages is as follows:

Level	Total	Arabic	English	French
P-5	1 a/			
P-4	2	-	1	1
P-3	11	2	2	7
P-2	<u>2</u>	-	-	2
	16			

a/ Chief.

In addition, ECA employs free-lance translators to accommodate peak-load periods, as required. The translation work covers the following types of documents:

(a) All pre-, in- and post-session documentation for and from all meetings organized and/or serviced by the Commission's secretariat;

(b) All outgoing and incoming official correspondence (notes verbales and memoranda) as required;

(c) Publications included in the official publications programme of the Commission, as well as non-meeting reports and papers;

(d) Internal correspondence such as circulars and instructions.

5. The major obstacles in delivering timely and quality translation services results from a high vacancy rate in the Unit, which was 47 per cent of total established Professional posts in 1988 and 1989 and 41 per cent as at 1 September 1990.

6. The policy currently implemented in the Secretariat, including ECA, provides that translators' posts are filled from a roster of successful candidates who have passed a competitive examination in one of the official United Nations languages. These examinations are held at intervals depending on the number of vacancies and the number of available candidates on the roster at a given time. Under the same policy, the successful candidates are assigned to vacant posts at all United Nations duty stations.

7. Emphasis in conducting competitive examinations is being placed on recruitment of candidates from the countries of the ECA region. The trend as regards the number of candidates from ECA member States in the latest competitive examinations for the recruitment of translators in the United Nations is encouraging (278 candidates in 1990, compared with 97 candidates in 1986). It would, however, seem premature to consider re-establishing the translator training programme in one form or another before the final results of those examinations are known. For the time being, it is intended to recruit successful candidates on a priority basis to fill vacancies at ECA. It is also intended to assign the required number of revisers from Headquarters, Geneva or other duty stations to Addis Ababa to train those candidates during their probationary period. Moreover, the rotation policy whereby translators from Headquarters, Geneva, Vienna and other duty stations are assigned to ECA for periods of two years or more will be continued. In the event that the above measures do not prove to be successful, and taking into consideration the result of the examinations, the issue of re-establishing the language training programme at ECA would be reviewed again and, if necessary, the proposals in that respect would be submitted to the General Assembly in the context of the proposed programme budget.

II. INTERPRETATION SERVICES

8. ECA does not have a permanent staff for interpretation. Interpretation services are provided through the use of free-lance interpreters recruited to service ECA meetings and conferences held both at and away from ECA headquarters at Addis Ababa.

9. Consideration was given to the possibility of establishing a core interpretation unit at the ECA secretariat, as opposed to current arrangements. Owing to the pattern of distribution of meetings requiring interpretation services during the year, however, such an arrangement seems to be uneconomical. It has, therefore, been concluded that for the time being ECA should continue to rely on the use of free-lance interpretation services.

10. The review of translation and interpretation services has revealed a number of shortcomings in the functioning of the ECA Conference Services as a whole, particularly with respect to the effective planning of meetings and conferences,

compliance with standards and the quality and timely preparation of documentation. Those issues will be reviewed further and appropriate remedies proposed, if necessary, in the context of the proposed programme budget for the biennium 1992-1993.

Notes

1/ Official Records of the General Assembly, Forty-fourth Session, Supplement No. 7 and corrigenda (A/44/7 and Corr.1 and 2), para. 13.11.

2/ A/C.5/44/SR.27 and 28.



General Assembly

Distr.
GENERAL

A/C.5/45/27
26 October 1990

ORIGINAL: ENGLISH

Forty-fifth session
FIFTH COMMITTEE
Agenda item 118

PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

Implementation of the Global Programme of Action adopted by the General Assembly at its seventeenth special session, devoted to the question of international co-operation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances

Report of the Secretary-General

INTRODUCTION

1. The present report is submitted in compliance with paragraph 2 of Economic and Social Council resolution 1990/84 of 27 July 1990, in which the Council requested the Secretary-General to submit a statement of programme budget implications of all mandates and activities included in the Global Programme of Action, 1/ in a timely manner, to the relevant committees of the General Assembly at its forty-fifth session, in accordance with the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation, in order to provide Member States with a detailed and precise specification of the mandates and activities of the United Nations drug control units and the extent and nature of the resources required to implement their responsibilities fully.

A. Background

2. At their twenty-fourth series of joint meetings in October 1989, the Committee for Programme and Co-ordination (CPC) and the Administrative Committee on Co-ordination (ACC) decided that ACC should prepare a system-wide action plan on drug abuse control. The two committees concluded that the plan should identify specific activities to be undertaken by organizations of the United Nations system, individually and collectively, and that consideration should be given to the need

for the establishment of additional mechanisms to enhance the effectiveness of the United Nations system in the field of drug abuse control.

3. At its forty-fourth session, the General Assembly adopted resolution 44/141 of 15 December 1989, in which it requested the Secretary-General, in his capacity as Chairman of ACC, to co-ordinate, at the inter-agency level, the development of a United Nations system-wide action plan on drug abuse control. In that resolution, ACC was requested to include in the plan a reasonable time-frame for the implementation of each portion of the action plan and a realistic cost estimate, being mindful that resources were limited and that it would be necessary for agencies to focus priorities, review deployment of resources or obtain, if necessary, from their governing bodies the authority needed to fulfil their part of the plan. The Assembly also requested that the plan be presented to Member States no later than 31 March 1990, in order to permit discussion by CPC at its thirtieth session and by the Economic and Social Council at its 1990 session.

4. Subsequently, at its seventeenth special session, devoted to the question of international co-operation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances, the General Assembly adopted resolution S-17/2 of 23 February 1990, which contained a Political Declaration and a Global Programme of Action on international co-operation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances. The Assembly, by adopting such a Global Programme of Action, decided on far-reaching new mandates and expanded existing ones in the field of drug abuse control. In adopting the Programme the Assembly decided, without prejudice to the existing procedures, to accord, within the United Nations system, a higher priority to the allocation of the necessary financial, personnel and other resources. The requirement for additional resources was explicitly recognized, in the full expectation that that would be reflected as a high priority in the medium-term plan for the period 1992-1997 and in the programme budget for the biennium 1992-1993, as well as future medium-term plans and biennial budgets. Since it was not possible at that stage to prepare a detailed statement of the implications of the Programme, it was agreed that the Secretary-General would assess the scope of these new mandates carefully, identify the most efficient and speedy way of ensuring their implementation and the related resources that would be required, in time for their inclusion in the system-wide action plan on drug abuse control.

5. At the same time, the General Assembly recognized that the effective implementation of the Global Programme of Action would require examination of the structure of the existing drug control units based at the United Nations Office at Vienna with a view to enhancing their effectiveness and status in the system, in accordance with paragraph 4 of resolution 44/141. It may be recalled that in that resolution, the Assembly had requested the Secretary-General to select a limited number of experts from developed and developing countries to advise and assist him for a maximum period of one year in full co-operation with United Nations officials, in order to enhance the efficiency of the United Nations structure for drug abuse control, taking into account the ability of the United Nations to perform its increasing tasks in the light of existing mandates and of decisions adopted by the Assembly at its special session and to report to the Assembly at its

forty-fifth session. The report of the Secretary-General on this subject is contained in document A/45/652.

6. The System-wide Action Plan on Drug Abuse Control was issued in document E/1990/39 and Corr.1 and 2. Subsequently, an addendum to the Plan was issued (E/1990/39/Add.1), as requested by the Economic and Social Council in its resolution 1990/87.

7. Following a review of the System-wide Action Plan, CPC transmitted the Plan to the Economic and Social Council and recommended that the Secretary-General prepare a statement of programme budget implications for the implementation of all mandates and activities included in the Global Programme of Action, taking into consideration the discussion that had taken place in CPC, for timely submission to the General Assembly at its forty-fifth session.

8. At its second regular session in 1990, the Economic and Social Council endorsed the conclusions and recommendations of CPC (resolution 1990/87) and, in paragraph 2 of resolution 1990/84, requested the Secretary-General to submit a statement of programme budget implications of all mandates and activities included in the Global Programme of Action (see para. 1 above).

B. Programme budget implications

9. The programme budget implications resulting from the mandates and activities included in the Global Programme of Action are described below. They are presented under the headings used in the System-wide Action Plan, which in turn, were based on the chapters of the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control 2/ adopted by the International Conference on Drug Abuse and Illicit Trafficking. The mandates emanating from the Global Plan of Action are in some cases new and in others represent the expansion of existing ones. These mandates cover all the activities of the United Nations included in the System-wide Action Plan. The annex to the present report provides cross-references to the System-wide Action Plan, the Global Programme of Action, the programme budget for the biennium 1990-1991 and the additional resources requested.

10. The additional resources requested relate to the establishment of 20 posts (three P-5, five P-4, three P-3, one P-2 and eight General Service, including one at the Principal Level) and funds for consultants (\$150,000) and travel (\$15,000). These additional requirements would amount to \$911,900 in 1991.

I. STRENGTHENING THE LICIT DRUG CONTROL SYSTEM

11. The major objective of the licit drug control system is to reduce, to the greatest extent possible, the availability of drugs of abuse. The international control system prescribes a series of measures to control the legal drug trade and to fight the illicit traffic. The strengthening of the licit drug control system will prevent diversion of narcotic drugs and psychotropic substances from licit trade into illicit traffic and generally ensure that narcotic drugs and

/...

psychotropic substances under international control will be available, in sufficient amounts, for medical and scientific purposes only. To that effect, laws and regulations must be adopted and judiciously applied, in conjunction with effective operational activities, in order to prevent diversion into the illicit traffic.

A. Mandates from the Global Programme of Action

12. The mandates concerning the strengthening of the licit drug control system are as follows:

(a) The World Health Organization (WHO), in collaboration with the Division of Narcotic Drugs of the Secretariat and the International Narcotics Control Board (INCB), should assist national drug regulatory authorities in developing and strengthening their pharmaceutical administrations and control laboratories in order to enable them to control pharmaceutical preparations containing narcotic drugs and psychotropic substances;

(b) INCB is invited to advise States, at their request, and to extend its technical co-operation activities with a view to furthering the aims of the Single Convention on Narcotic Drugs of 1961 and that Convention as amended by the 1972 Protocol Amending the Single Convention on Narcotic Drugs of 1961, 3/ the Convention on Psychotropic Substances of 1971 4/ and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances adopted in 1988; 5/

(c) Special attention shall be paid to co-operation that will enable States to strengthen their drug detection and pharmaceutical control laboratories, as well as their police and customs activities in the field of drug control;

(d) The United Nations, in particular the Division of Narcotic Drugs, INCB and the United Nations Fund for Drug Abuse Control, shall provide expertise and assistance to States, at their request, to enable them to establish the legislative and administrative measures for the ratification and effective implementation of the United Nations Convention;

(e) The Commission on Narcotic Drugs and the United Nations drug control bodies should continuously monitor the progress on the implementation of the Global Programme of Action, and the Secretary-General should report annually to the General Assembly on all activities relating to the Global Programme of Action and the efforts of Governments.

B. Activities envisaged in response to the mandates

13. Activities to strengthen the licit drug control system are as follows:

(a) The rendering of legal and related advice and assistance on the formulation of national enabling legislation and assistance to States to establish the measures necessary for the implementation of the relevant provisions of the 1988 Convention;

(b) The development, in collaboration with the Customs Co-operation Council (CCC), of standard customs documents for international trade in precursor/essential chemicals;

(c) Assistance to States, at their request, in developing domestic regulations and systems to monitor the legitimate manufacture and distribution of chemicals under control;

(d) In collaboration with WHO, the development of a new integrated concept and programme, encompassing all drug-control related laboratory services (pharmaceutical control laboratories, forensic chemistry and toxicology laboratories) to ensure consistency and optimal use of various resources;

(e) Co-ordination with related multilateral and bilateral programmes covering, specifically, Africa, Asia and the Pacific, Latin America and the Caribbean regions;

(f) The enlistment of collaborative national institutions for the provision of specialized training in drug quality control and profiling methods;

(g) Assistance to national drug regulatory authorities, in collaboration with WHO, including the provision of material, equipment, reference standards and laboratory methods related to licit narcotic and psychotropic products, as well as the development of systematic identification methods for pharmaceutical formulations of selected licit drugs and of laboratory techniques for the distinction between licit (diverted) and illicitly synthesized controlled drugs and their preparations and, in collaboration with WHO, assistance to national drug regulatory authorities in developing and strengthening their pharmaceutical administration and control laboratories;

(h) The preparation of an annual report to the General Assembly on activities relating to the strengthening of the licit drug control system, as appropriate, under the Global Programme of Action and on the efforts of Governments;

(i) The formulation of training programmes for law enforcement officers on precursors and the control of diversion from licit and authorized trade linked with intelligence systems;

(j) The establishment of a national mechanism to project more accurately legitimate national drug requirements;

(k) Supplying expert advice to national drug regulatory authorities to develop and strengthen licit drug control systems, particularly under the provisions of the 1961 and 1971 Conventions.

C. Resources required

14. In connection with the development and strengthening of national pharmaceutical administration and control laboratories, paragraph 47 of the Global Programme of Action (see para. 12 (a) above), the Division of Narcotic Drugs would need to be strengthened by the addition of two posts - one P-4 and one General Service. The Division is the only entity in the United Nations system that has an operational laboratory and staff with the necessary technical and scientific qualifications. This laboratory fulfils a central and strategic role in all specific scientific and technical activities within the international drug control programme. The development and strengthening of drug regulatory and control systems by Member States, including pharmaceutical quality control laboratories, is necessary to prevent the diversion of narcotic drugs and psychotropic substances from licit sources. In many countries, such systems either do not exist or are not in a position to provide services expected from them. Special attention must therefore be given to the implementation of regional concepts and strategies for the establishment and/or strengthening of pharmaceutical control laboratories in particular to the training of staff and the development of methodologies to permit the analysis of pharmaceutical preparations containing narcotic drugs and psychotropic substances.

15. In addition, \$5,000 would be required in respect of travel to permit assistance at meetings with collaboratory institutes in order to harmonize internationally accepted methods of analysis of controlled licit drugs and \$25,000 for consultants: (a) to assist in the development of standard customs documents for international trade on precursor/essential chemicals; and (b) to assist in the formulation of training programmes for law enforcement officers in precursors and the control of diversions from licit and authorized trade.

16. With respect to the provision of advice and assistance to States to further the aims of the Conventions, as envisaged in paragraph 49 of the Global Programme of Action (see para. 12 (b) above), such provisions will, if it is to be done in an effective way, require the strengthening of the INCB secretariat through the addition of one P-4, one P-2 and one General Service posts and an amount of \$12,500 for consultants. This would permit the secretariat not only to extend its assistance to Member States on a fuller basis to support their efforts to carry out their treaty obligations, but also to monitor the establishment of special administrations required for the treaties and to allow better follow-up to ensure implementation of remedial measures.

17. Expertise and assistance to States to enable them to establish the legislative and administrative measures for the ratification and effective implementation of the United Nations Convention against the Illicit Trafficking in Narcotic Drugs and Psychotropic Substances adopted in 1988, as requested in paragraph 52 of the Global Programme of Action (see para. 12 (d) above), will require one P-5, one P-3 and one General Service posts, as well as funds in the amount of \$12,500 for consultants. In addition to the provision of assistance and expertise, this would also permit the undertaking of a special campaign designed to encourage States that have not already done so to ratify the 1961 Single Convention, the 1972 Protocol to that Convention and the 1971 Convention on Psychotropic Substances.

18. To provide an appropriate level of support to all the work relating to treaty implementation and to assist in the monitoring of the implementation of the Global Programme of Action, a data base will be established and designed to contain information on the relevant laws and regulations of States parties to the Conventions, decisions of the Commission on Narcotic Drugs on the scheduling of narcotic drugs, psychotropic substances and substances used in the preparation or manufacture of drugs. The establishment of one P-3 post would be required for that purpose.

II. PREVENTION AND REDUCTION OF THE ILLICIT DEMAND FOR DRUGS

19. Unless the illicit demand for drugs is diminished, both in developed and developing countries, the reduction of illicit supply will make little impact, since the elimination of one source of supply will continue merely to be offset by the emergence of another. Policy-makers require reliable information on which to base their decisions. Drug abuse assessment instruments and standard procedures should therefore be developed for use by national authorities. A central task of the United Nations will be to continue to foster, facilitate and strengthen co-operation among Member States in support of the overall objective of a world free from drug abuse. The strategies that are to be followed are interdependent and are aimed at minimizing: (a) the number of new recruits to drug abuse; (b) the number of drug users within the community; and (c) the harm that may be caused by drug abuse to the individual and society.

A. Mandates from the Global Programme of Action

20. The mandates concerning the prevention and reduction of the illicit demand for drugs are as follows:

(a) The role of the United Nations as an advisory centre for collecting, analysing and disseminating information and experience in the field of reduction of illicit demand, for reviewing and evaluating national scientific programmes in the field of combating drug abuse and for co-ordinating efforts of States concerning those activities shall be further enhanced. Bodies of the United Nations system such as the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Children's Fund (UNICEF) (including its national committees), the United Nations Development Programme (UNDP), WHO, the International Labor Organisation (ILO) and the United Nations information centres shall play a more active role in collecting and disseminating information and exchanging experience;

(b) States shall establish and promote national systems to assess the extent of drug abuse and to collect data on trends of abuse. For that purpose, they shall establish data bases that should be based on the international drug abuse assessment system being developed by the Division of Narcotic Drugs with financial support from the United Nations Fund for Drug Abuse Control. The Division, in collaboration with other United Nations drug control bodies and WHO, shall assist Governments in establishing such data bases and shall work to establish a data base concerning the nature and extent of drug abuse at the international level;

/...

(c) The Division of Narcotic Drugs shall publish and update periodically a digest listing national focal points that deal with various aspects of the drug problem, including information on direct channels of communication;

(d) In order to assess the level of national and international progress towards prevention and reduction of the demand for narcotic drugs and psychotropic substances with a view to its elimination, and in implementing the seven targets set out in chapter I of the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control, the Division of Narcotic Drugs shall submit, by 31 December each year, a succinct questionnaire to all Governments, regional intergovernmental organizations and non-governmental organizations in consultative status with the Economic and Social Council. The questionnaire shall request details of action taken in this regard at the national and regional levels, the results achieved by the measures taken, and details of any practical difficulties encountered. The Secretary-General is requested to prepare a report, in collaboration with ILO, UNESCO and WHO, to be submitted to the Commission on Narcotic Drugs at its regular and special sessions analysing the information submitted and assessing, in particular, the best means of providing assistance to States in furthering demand-reduction strategies;

(e) WHO, in collaboration with the United Nations drug control bodies, non-governmental organizations and other organizations involved in the rational use of pharmaceutical preparations containing narcotic drugs and psychotropic substances, shall be encouraged to assist national educational authorities in developing training materials and conducting training courses to ensure that medical practitioners and other health personnel are well trained in rational prescribing and use of narcotic drugs and psychotropic substances;

(f) The United Nations would undertake a review of activities of the United Nations system and specialized agencies for the reduction of illicit demand in order to identify the needs for intensified action consistent with the principles of the Global Programme of Action;

B. Activities envisaged in response to the mandates

21. Activities for the prevention and reduction of the illicit demand for drugs are as follows:

(a) The full establishment of a world-wide drug abuse assessment system and assistance to Governments to establish national data collection systems on drug abuse assessment;

(b) The publication and updating of a digest of national focal points and channels of communication on various aspects of the drug problem;

(c) The issuance and evaluation of annual questionnaires to Governments, intergovernmental organizations and non-governmental organizations on prevention and demand reduction programmes and strategies and on the implementation of the seven targets of the comprehensive Multidisciplinary Outline;

(d) The preparation (in collaboration with ILO, UNESCO, WHO) of an annual report to the Commission on Narcotic Drugs assessing the best means of assistance in furthering demand-reduction strategies;

(e) The systematic review of activities of the United Nations system and specialized agencies on demand reduction to identify requirements for intensified action;

(f) The development of internationally harmonized testing programmes for controlled drugs in body fluids, cost-effective testing methods and reporting systems, as well as training activities, by enlisting the active participation of national and regional institutions;

(g) The development of specific sets of requirements for testing reliability for the various testing programmes with differing legal consequences, e.g. incidence and extent of drug abuse and laboratory proof in forensic cases;

C. Resources required

22. The enhancement of the role of the United Nations as an advisory centre for reviewing and evaluating national scientific programmes in the field of combating drug abuse and for co-ordinating efforts of States concerning those activities will require the development of internationally harmonized testing programmes for controlled drugs, cost-effective testing methods and reporting systems. This will be achieved through the promotion of the transfer of technology and will require international collaboration in areas of development of the necessary human resources by training, research, evaluation of laboratory performance and the production and distribution of check samples for proficiency testing and reference standards.

23. To initiate these activities and assume responsibility for their implementation, the establishment of two Professional posts (one at the P-5 and one at the P-4 level) and two General Service posts (one at the Principal Level) would be necessary. An amount of \$10,000 in respect of travel would also be necessary to assist in the co-ordination efforts required. In addition, an amount of \$50,000 for consultants would be required for providing expertise in the development of specific sets of requirements for testing reliability for the various testing programmes with differing legal consequences, e.g. incidence and extent of drug abuse and laboratory accreditation in order to ensure reliability and consistency.

24. In connection with the need to reduce illicit demand for drugs, the establishment of a P-4 post and one General Service post would be necessary in order to establish fully on a comprehensive basis a world-wide drug abuse assessment system that would permit the assessment of the nature and extent of drug abuse and further international progress towards the prevention and reduction of narcotic drugs and psychotropic substances and to assist member States to establish national data bases that would be compatible with and could become components of the world-wide drug abuse assessment system. These posts would also be used in connection with the preparation of the questionnaire and reports requested in connection with the furthering of demand-reduction strategies.

/...

III. TREATMENT AND REHABILITATION

25. Because drug abuse is a phenomenon with world-wide dimensions and ramifications, efforts for the treatment, rehabilitation and social reintegration of addicted persons call for co-operation on a global scale and in a multidisciplinary context at the local, national and international levels to facilitate design and development of programmes that can benefit from the world-wide experience in this field.

A. Mandates from the Global Programme of Action

26. Under the mandates for treatment and rehabilitation, the United Nations shall act as a clearing-house for information on effective policies and techniques, programme modalities and resource materials for the treatment, rehabilitation and occupational reintegration of former drug addicts. WHO and ILO, in collaboration with other organizations of the United Nations system and non-governmental organizations, shall be encouraged to contribute to that end.

B. Activities envisaged in response to the mandates

27. Activities concerning treatment and rehabilitation are as follows:

(a) To monitor progress on the implementation of the Global Programme of Action concerning treatment and rehabilitation and, where appropriate, to co-ordinate follow-up action;

(b) To provide clearing-house functions on effective policies and techniques, programme modalities and resource materials for the treatment, rehabilitation and occupational reintegration of former drug addicts.

C. Resources required

28. In connection with the role assigned to the United Nations in paragraph 31 of the Global Programme of Action in the area of treatment and rehabilitation of addicted persons (see para. 26 above), the development of modalities for establishing clearing-house functions of effective policies and techniques would require a provision of \$25,000 for consultants.

IV. ELIMINATION OF THE SUPPLY OF DRUGS FROM ILLICIT SOURCES

29. Activities under this chapter cover the identification of illicit narcotic plant cultivation and of the illicit manufacture of psychotropic substances, their elimination and the redevelopment of areas formerly under illicit drug crop cultivation. In addition, the continuing increase in the amounts of substances (precursors and specific chemicals) used for the illicit manufacture of narcotic drugs and psychotropic substances has made it necessary to watch suspect movements

of such materials and to place under control those substances that are frequently used in illicit manufacture. This control activity requires support from increasingly sophisticated intelligence systems and networks.

A. Mandates from the Global Programme of Action

30. The mandates for the elimination of the supply of drugs from illicit sources require the regular submission by States to the relevant United Nations drug control bodies of information on the extent of the manufacture, availability and abuse of illicit synthetic drugs in their territories.

B. Activities envisaged in response to the mandates

31. Activities for the elimination of the supply of drugs from illicit sources include monitoring progress on the implementation of the Global Programme of Action and, where appropriate, co-ordinating follow-up action.

C. Resources required

32. In connection with the monitoring of progress and the co-ordination of follow-up action regarding the prevention of the diversion of precursors into illicit traffic for the manufacture of narcotic drugs and psychotropic substances, the analysis of data, including commercial licit movements submitted by Governments, as well as queries to Governments concerning possible discrepancies, one P-3 post would be required.

V. SUPPRESSION OF ILLICIT DRUG TRAFFIC

33. A major step forward was achieved in the fight against illicit drug trafficking with the adoption, in 1988, of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. In this connection, efforts are being concentrated on enhancing international law by strengthening international treaties and conventions and helping member States to harmonize standards of arrest, conviction and penalties.

A. Mandates from the Global Programme of Action

34. The mandates for the suppression of illicit drug traffic are as follows:

(a) The Division of Narcotic Drugs of the Secretariat, in co-operation with CCC and the International Criminal Police Organization (INTERPOL), should promote bilateral or regional exchanges of information between governmental regulatory or investigative agencies concerning the financial flow of illicit drug proceeds;

/...

(b) The Division of Narcotic Drugs and INTERPOL should be invited to develop a repository of laws and regulations on money laundering, current reporting, bank secrecy and forfeiture of property and proceeds, as well as procedures and practices designed to prevent banking systems and other financial institutions from money laundering, and shall make this information available to States, at their request;

(c) The United Nations should act as a clearing-house for information on training programmes in drug law enforcement, including training for national narcotics agents in investigative methods, interdiction and narcotics intelligence.

B. Activities envisaged in response to the mandates

35. Activities for the suppression of illicit drug traffic are as follows:

(a) Assistance to law enforcement services in the areas of detection, handling and disposal of controlled drugs and precursors/chemicals used in the illicit production of controlled drugs;

(b) The promotion, with Customs Co-operation Council and INTERPOL, of exchanges of information between Governments and regulatory or investigative agencies on the financial flow of illicit drug proceeds;

(c) The development of a repository of laws and regulations on money laundering, currency reporting, bank secrecy and confiscation;

(d) The development, in co-operation with banking/financial and other relevant institutions, of guidelines, preventive procedures, banking practices and other measures designed to prevent banking/financial institutions from money laundering and to make information on possible courses of action available to requesting States;

(e) The identification of law enforcement training requirements, the development, organization and co-ordination of drug law enforcement training programmes in law enforcement techniques and administrative practices according to regional needs and support for the co-ordination of inter-State technical assistance in training;

(f) The further development of a calendar of training seminars to provide a comprehensive annual plan of activities, fill lacunae in training opportunities and provide a better spread of available training resources, and the planning and co-ordination of such activities and programmes with interested intergovernmental organizations and national agencies, by regions;

(g) The functioning of a clearing-house for information on drug law enforcement training programmes.

C. Resources required

36. To provide an appropriate level of support to the development of a clearing-house function for information on drug law enforcement training programmes, as requested in paragraph 80 of the Global Programme of Action (see para. 34 (c) above), one P-5 and one General Service posts would be required. These posts would also be utilized for assisting in the furthering of regional co-operation arrangements for the co-ordination and expansion of programmes of training for law-enforcement personnel in investigative matters and methods, interdiction and narcotics intelligence.

37. One P-4 and one General Service posts, as well as an amount of \$25,000 for consultants would also be required, in order to undertake financial analysis and develop the proposed repository of laws and regulations and related guidelines requested in paragraph 65 of the Global Programme of Action (see para. 34 (b) above).

VI. CONTINGENCY FUND

38. The implementation of the Global Programme of Action would require an additional amount of \$911,900 in 1991. This amount consists of \$746,900 in respect of posts (three P-5, five P-4, three P-3, one P-2, eight General Service (one at the Principal Level)), \$150,000 in respect of consultants and \$15,000 in respect of staff travel. No provision has been made in the programme budget for the biennium 1990-1991 for the implementation of the Global Programme of Action.

39. It will be recalled that, under the procedure established by the General Assembly in its resolution 41/213 of 19 December 1986 and, in effect, starting with the biennium 1990-1991, a contingency fund is established for each biennium to accommodate additional expenditures derived from legislative mandates not provided for in the proposed programme budget. Under the same procedure, if additional expenditures are proposed that exceed resources available within the contingency fund, these activities can be implemented only through redeployment of resources from low priority areas or modifications or projected activities. Otherwise, such additional activities will have to be deferred until a later biennium.

40. Taking into account the magnitude of the costs involved and bearing in mind that the General Assembly at its seventeenth special session recognized the need for additional resources to be allocated to the United Nations drug-related units in order to enable them to implement fully their mandates, it would not be possible to identify any activities in the programme budget that could be postponed or deferred in order to absorb the additional costs relating to the implementation of the Global Programme of Action.

41. Consequently, an appropriation in the amount of \$911,900 in the programme budget for the biennium 1990-1991 would be required under section 20 of the programme budget to be drawn from the contingency fund.

42. In addition, an amount of \$178,800 would be required under section 31, staff assessment, to be offset by an income in the same amount under income section 1, Income from staff assessment.

Notes

1/ Global Programme of Action adopted by the General Assembly at its seventeenth special session, devoted to the question of international co-operation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances (resolution S-17/2).

2/ See Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987 (United Nations publication, Sales No. E.87.I.18), chap. I, sect. A.

3/ United Nations, Treaty Series, vol. 520, No. 7515.

4/ Ibid., vol. 1019, No. 14956.

5/ E/CONF.82/15 and Corr.2.

Annex

REFERENCE TABLE

System-wide Action Plan on Drug Abuse Control	Global Programme of Action	Programme budget 1990-1991 Section 20	1991 new posts	1991 non-Posts	
				Consultants \$	Travel \$
Chapter I	Paras. 47, 49, 50, 52, 97	Subprogramme 1, p.e. 1.1 to 1.3 subprogramme 2, p.e. 2.1 to 2.5 Also subprogrammes of INCB	1 P-5, 2 P-4, 2 P-3 1 P-2, 3 GS	50 000	5 000
Chapter II	Paras. 12-15, 24, 29	Subprogramme 2, p.e. 2.1 to 2.3 subprogramme 3, 3.1 to 3.2, 3.4 to 3.5; subprogramme 4	1 P-5, 2 P-4, 3 GS	50 000	10 000
Chapter III	Para. 31	Subprogramme 3, p.e. 3.5		25 000	
Chapter IV	Para. 39 (d)	Subprogramme 3, p.e. 3.1	1 P-3		
Chapter V	Paras. 64, 65, 80	Subprogramme 3, p.e. 3.1 to 3.2	1 P-5, 1 P-4, 2 GS	25 000	



General Assembly

Distr.
GENERAL

A/C.5/45/28
1 November 1990

ORIGINAL: ENGLISH

Forty-fifth session
FIFTH COMMITTEE
Agenda item 118

PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

Standards of accommodation for air travel

Report of the Secretary-General

INTRODUCTION

1. In its decision 44/442 of 21 December 1989, the General Assembly requested the Secretary-General to continue to submit to it annual reports on standards of accommodation for air travel. The present report is submitted in accordance with that decision as well as General Assembly decision 40/455 of 18 December 1985, in which the Assembly called for reporting on all expenditures by the United Nations for first-class air travel. It covers the period from 1 July 1989 to 30 June 1990.

2. During that period, standards of accommodation for air travel were governed by General Assembly resolution 42/214 of 21 December 1987, in which the Assembly provided that all individuals, with the exception of the Secretary-General and the heads of delegations of the least developed countries to the regular and special sessions of the General Assembly, whose travel was financed by United Nations organizations and programmes and who had previously been entitled to first-class accommodation, would be required to travel at the class immediately below first class. In the same resolution, the Assembly authorized the Secretary-General to exercise his discretion in making exceptions to allow first-class travel on a case-by-case basis.

I. DELEGATION TRAVEL

3. As indicated in paragraph 2, General Assembly resolution 42/214 limits the payment of first-class accommodation by air to one representative of each Member State designated as a least developed country attending regular, special or special emergency sessions of the Assembly. Table 1 below sets out the expenditures arising from payment of such travel expenses.

Table 1. First-class travel with respect to delegates of Member States attending sessions of the General Assembly

(1 July 1989-30 June 1990)

	No. of journeys a/	Total cost of travel \$
Forty-fourth session of the General Assembly	29	109 202
Special sessions		
Special session of the General Assembly on <u>apartheid</u> and its destructive consequences in southern Africa	6	21 392
Special session of the General Assembly to consider the question of international co-operation against illicit production, supply, demand, trafficking and distribution of narcotic drugs, with a view to expanding the scope and increasing the effectiveness of such co-operation	13	54 600
Special session of the General Assembly devoted to international co-operation, in particular, to the revitalization of economic growth and development of the developing countries	18	80 663
Total	66	265 857

a/ Journeys of delegations whose claims have been submitted to date.

II. EXCEPTIONS AUTHORIZED BY THE SECRETARY-GENERAL

4. As stated above, in resolution 42/214 the General Assembly authorized the Secretary-General to exercise his discretion in making exceptions to allow first-class travel on a case-by-case basis. In addition, the Secretary-General may authorize business class travel as an exception, when special circumstances warrant, as provided in administrative instruction ST/AI/249/Rev.3 of 29 March 1989.

5. In general, when reviewing cases that may warrant an exception to the standards of accommodation, the Secretary-General takes into consideration the following circumstances:

(a) A medical condition may exist that necessitates a level of comfort not present in the normal standard of accommodation to which a traveller is entitled. Such cases are referred to the Medical Director of the United Nations for a recommendation. Exceptions may also be granted when a traveller is of an advanced age and the normal travel entitlement may have a detrimental effect on the traveller's health;

(b) Accommodation at the normal entitlement is not available and it has been decided that a traveller must depart on a specific date owing to the exigencies of the service. Cases also arise where accommodation at the normal entitlement is not available and the cost of travelling at a higher standard is less than the cost of the subsistence allowance that would be payable if the traveller were to wait for the next available seat in the class to which he or she is normally entitled;

(c) Where the traveller is an eminent person such as a former head of State, an entertainer or prominent personality who is donating his or her services free of charge to the Organization, and, in some cases, with a loss of personal income, such individuals may be accorded the standard of accommodation to which they have become accustomed;

(d) A staff member, after having completed a full day of work, is required to travel through the night in order to be able to resume work, attend meetings or present a paper at another location on the following morning or immediately upon completion of the air travel. Where such cases involve arduous journeys, it has been deemed reasonable to ensure that the standard of accommodation accorded to the traveller provides the best rest possible while travelling, or provides the conditions that would be most conducive to work while flying, or both.

6. In respect of the exceptions made to the standards of accommodation for air travel during the period from 1 July 1989 to 30 June 1990 owing to the circumstances mentioned in paragraph 5 above, the present report provides detailed information on resultant additional costs of, and reasons for, such exceptions in annexes I-IV to the present report.

7. For travel undertaken during the period 1 July 1989 to 30 June 1990, the Secretary-General exercised his discretion in authorizing first-class travel, as an exception, in 77 cases. In addition, during this period, the Secretary-General authorized business class travel as an exception to the standards of accommodation in 33 cases.

8. It should be noted that, during the period under review, the Secretary-General was accompanied on all his trips by a personal aide/security officer who travelled with him in the first-class section of the aircraft. In this regard, 8 exceptions for first-class travel out of the 77 cases referred to in paragraph 7 were authorized to ensure the safety of the Secretary-General.

9. A summary by category of all the exceptions granted during the period from 1 July 1989 to 30 June 1990 is provided in table 2 below.

Table 2. Summary of exceptions

(1 July 1989-30 June 1990)

Reasons for exceptions	<u>First class</u>		<u>Business class</u>		<u>Total</u>	
	<u>Number</u>	<u>Additional</u>	<u>Number</u>	<u>Additional</u>	<u>Number</u>	<u>Additional</u>
	<u>of trips</u>	<u>cost</u>	<u>of trips</u>	<u>cost</u>	<u>of trips</u>	<u>cost</u>
		\$		\$		\$
Medical condition or advanced age	20	29 072	8	5 485	28	34 557
Standard of accommodation not available	26	12 519	12	7 740	38	20 259
Eminent persons	19	20 655	13	3 928	32	24 583
Arduous journeys	4	3 311	-	-	4	3 311
Personal aides	<u>8</u>	<u>15 524</u>	<u>-</u>	<u>-</u>	<u>8</u>	<u>15 524</u>
Total	<u>77</u>	<u>81 081</u>	<u>33</u>	<u>17 153</u>	<u>110</u>	<u>98 234</u>

10. The total additional outlay made by the Organization as a result of exceptions to the applicable provisions during the period from 1 July 1989 to 30 June 1990 was \$98,234.

11. In the context of monitoring adherence to the standards of accommodation for air travel, cases were identified in which travel had been undertaken, after the adoption of General Assembly resolution 42/214, at a higher standard than the normal entitlement, for which no exception had been sought or granted. In a number of these cases, ex post facto approval was sought for an exception to the standards of accommodation. In this regard, the Secretary-General approved, ex post facto, five cases of first-class travel and one case of business class travel. The details of these exceptions relating to previous reporting periods are outlined in annex V of the present report.

Annex I

EXCEPTIONS AUTHORIZED OWING TO MEDICAL CONDITION OR ADVANCED AGE

(1 July 1989-30 June 1990)

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost</u> \$
A. First class		
Executive Director, United Nations Environmental Programme (UNEP)	Nairobi/Zurich/Geneva/Piestany/ Prague/Cairo/Nairobi	480
Staff member, United Nations Development Programme (UNDP)	.../Nairobi/New York a/	900
Executive Director, UNEP	Nairobi/Johannesburg/Maputo/ Manzini/Nairobi/Frankfurt/ Tokyo/Moscow/Geneva/Rome/ Geneva/London/New York/ Washington/New York/Boston/ New York/Washington/New York/ London/Frankfurt/Sofia/ Vienna/Amsterdam/Paris/ Frankfurt/Nairobi	3 500
Committee Member, Committee on Contributions	Lahore/New York/Lahore	796
Executive Director, United Nations Children's Fund (UNICEF)	.../Los Angeles/Tokyo/ Los Angeles/...	2 006
Executive Director, UNEP	Nairobi/Cairo/Rome/Paris/ Cairo/Nairobi	720
Spouse of staff member, Office of the United Nations High Commissioner for Refugees (UNHCR)	San José/Geneva/San José	1 420
Executive Director, UNEP	Nairobi/London/Geneva/ New York/Washington/ New York/Washington/New York/ Washington/New York/London/ Nairobi	1 850
Staff member, Division for Palestinian Rights	.../Buenos Aires/New York	746
Staff member, UNDP	New York/Brussels/New York	2 258
		/...

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost</u>
		\$
Executive Director, UNEP	Nairobi/Cairo/Geneva/ London/New York/Washington/ Toronto/Vancouver/London/ Geneva/Cairo/Nairobi	1 780
Staff member, UNDP	New York/Budapest/Prague/ New York	1 686
Executive Director, United Nations Population Fund (UNFPA)	New York/Quito/New York	608
Executive Director, UNEP	Nairobi/Geneva/Nairobi	700
Executive Director, UNEP	Nairobi/Cairo/Alexandria/ Cairo/Rome/Budapest/Zurich/ Geneva/Zurich/Vienna/Zurich/ Geneva/London/Copenhagen/ Geneva/Bruggen/Cairo/Jeddah/ Bombay/Madras/Calcutta/Dhaka/ Paris/Geneva/New York/Mexico City/ New York/Washington/Geneva/London/ Geneva/Cairo/Nairobi	3 500
Member, United Nations Administrative Tribunal	Delhi/Geneva/Delhi	800
Staff member, UNDP	New York/Cairo/Turin/ Geneva/New York	1 578
Staff member, Department of Conference Services	New York/Paris	1 435
Committee member, Committee on Contributions	Lahore/New York/Geneva/ Lahore	528
Staff member, UNDP	New York/Sana'a/Aden/ Sana'a/New York	1 781
Total, A		29 072

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost</u>
		\$
B. <u>Business class</u>		
Staff member, Office of the Director-General for Development and International Economic Co-operation	New York/Geneva/New York	1 016
Staff member, Department of International Economic and Social Affairs	New York/Enebyberg/New York	750
Staff member, Department of Conference Services	New York/Paris/New York	666
Staff member, United Nations Conference on Trade and Development (UNCTAD)	Geneva/New York/Geneva	619
Spouse of staff member, International Civil Service Commission (ICSC)	.../Rio de Janeiro/New York	502
Panelist in National Journalist Encounters <u>b/</u>	.../Mexico City/Buenos Aires/Santiago/Port of Spain/...	200
Staff member, Division of Palestinian Rights	New York/Geneva/...	250
Staff member, Department of Conference Services	New York/Cairo	1 482
	Total, B	5 485
	Grand total, A and B	34 557

a/ The points of ellipses in a given itinerary indicate that some legs of the itinerary were by the regular standard of accommodation, for which no exception was involved.

b/ Not a staff member.

/...

Annex II

EXCEPTIONS AUTHORIZED WHEN THE STANDARD OF ACCOMMODATION
WAS NOT AVAILABLE

(1 July 1989-30 June 1990)

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost</u> \$
A. First class		
Staff member, UNEP	.../Addis Ababa/Nairobi a/	75
Executive Director, UNICEF	.../London/New York	1 230
Staff member, UNHCR Office	.../Teheran/Geneva	304
Staff member, Office for Research and the Collection of Information	.../Sofia/Munich/...	124
Director-General, Development and International Economic Co-operation	New York/San José/New York	352
Staff member, Field Operations Division	Teheran/Paris/...	304
Staff member, Field Operations Division	Teheran/Paris/...	304
Staff member, Field Operations Division	Teheran/Paris/...	304
Director-General, Development and International Economic Co-operation	New York/Cancun/New York	205
Executive Director, UNFPA	.../Karachi/Abu Dahbi/ Amman/...	252
Participant in prize-awarding ceremony b/	Nicosia/Singapore/Jakarta/...	74
Participant in prize-awarding ceremony b/	Nicosia/Frankfurt/Singapore/ Jakarta/...	1 640
Staff member, (UNCTAD)	.../Canberra/Santiago	500
Secretary-General, UNCTAD	.../London/Lagos/...	649
Staff member, UNCTAD	.../Kinshasa/Douala/...	140
		/...

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost</u>
		\$
Director-General, Development and International Economic Co-operation	New York/Tokyo/...	951
Participant in meeting b/	.../Athens/Tel Aviv	92
Executive Director, UNFPA	Karachi/Moscow/Karachi	747
Under-Secretary-General, Department of Technical Co-operation and Development	New York/Santo Domingo/New York	100
Chef de Cabinet	.../Agadir/Casablanca/...	17
Participant in meeting b/	Dakar/Freetown/Dakar	170
Staff member, Division of Palestinian Rights	.../Freetown/Dakar/...	85
Director-General, United Nations Office at Vienna	.../La Paz/Lima/...	164
United Nations High Commissioner for Refugees	.../Jakarta/Hong Kong/Tokyo/...	511
United Nations Disaster Relief Co-ordinator	Geneva/Teheran/Geneva	947
Director-General, United Nations Office at Vienna c/	.../London/New York/...	2 278
Total, A		<u>12 519</u>
B. <u>Business class</u>		
Consultant, Economic and Social Commission for Asia and the Pacific (ESCAP) b/	.../Manila/Seoul	100
Staff member, UNEP	Nairobi/Addis Ababa/Nairobi	50
Staff member and four members of his family, UNHCR	.../Paris/Jakarta/...	6 541
Staff member, ESCAP	Hong Kong/Bangkok/Hong Kong	41
Participant in meeting b/	Port Moresby/Singapore/...	232
		/...

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost</u>
		\$
Participant in meeting b/	.../Jakarta/Yogyakarta	15
Staff member, ESCAP	Bangkok/Delhi/Karachi/...	39
Staff member, UNHCR Office	Geneva/Chicago/...	130
Staff member, Office of the Secretary-General	.../Paris/Athens/...	61
Staff member, ESCAP	Hong Kong/Beijing/...	25
Staff member, UNCTAD	.../Nairobi/Addis Ababa	27
Participant in meeting b/	Jakarta/Seoul/Jakarta	479
Total, B		7 740
Grand total, A and B		20 259

a/ The points of ellipses in a given itinerary indicate that some legs of the itinerary were by the regular standard of accommodation, for which no exception was involved.

b/ Not a staff member.

c/ Travel by Concorde.

Annex III

EXCEPTIONS AUTHORIZED FOR EMINENT PERSONS

(1 July 1989-30 June 1990)

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost</u> \$
A. First class		
Former Prime Minister of Australia	Melbourne/Tokyo/Melbourne	1 175
Former Prime Minister of Australia	.../Hong Kong/Amsterdam/.../ .../London/Washington/... a/	1 757
President of Costa Rica	San José/New York/San José	576
Eminent person, participant in meeting	Quito/New York/Quito	484
Eminent person, participant in meeting	Bogota/New York/Bogota	404
Eminent artist, Goodwill Ambassador, UNICEF	.../Bangkok/Dhaka/Geneva	766
Eminent artist, Goodwill Ambassador, UNICEF	Tokyo/London/Brussels/ Luanda/...	2 700
Former Prime Minister of Australia	Melbourne/Chicago/Washington/ New York/Washington/ New York/...	1 400
Eminent person, participant in meeting	Quito/Washington/...	254
Eminent person, participant in meeting	Bogota/Washington/...	202
Secretary-General, Organization of African Unity (OAU)	Addis Ababa/Arusha/Addis Ababa	266
Eminent artist, Goodwill Ambassador, UNICEF	Boston/New York/Delhi/ Kathmandu/Delhi/Frankfurt/ Boston	2 336
Former Prime Minister of Australia	Melbourne/Geneva/Melbourne	1 145

/...

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost \$</u>
Member, Sasakawa Prize Selection Committee	Bogota/Geneva/Bogota	1 360
Member, Sasakawa Prize Selection Committee.	Jeddah/Geneva/Jeddah	500
Member, Sasakawa Prize Selection Committee	Tokyo/Geneva/Tokyo	3 200
Member, Sasakawa Prize Selection Committee	The Hague/Geneva/The Hague	80
Member, Sasakawa Prize Selection Committee	Wilmington/Geneva/Wilmington	1 870
Member, Sasakawa Prize Selection Committee	London/Geneva/London	180
Total, A		<u>20 655</u>
 B. <u>Business class</u>		
Eminent person, participant in meeting	Cairo/Vienna/Tangier/ London/Nice/Cairo	42
Eminent person, participant in meeting	Tel Aviv/Vienna/Tel Aviv	120
Eminent person, participant in meeting	Safat/Geneva/Safat	280
Eminent person, participant in meeting	Moscow/Geneva/Moscow	249
Eminent person, participant in meeting	London/Geneva/London	120
Eminent person, participant in meeting	Edinburgh/Geneva/Edinburgh	177
Eminent person, participant in meeting	New York/London/Dublin/New York	1 483
Eminent person, participant in meeting	Dhaka/Bangkok/Dhaka	125

/...

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost</u> \$
Eminent person, participant in meeting	Mogadiscio/Paris/Bonn/ Stockholm/Brussels/London/ Rome/Washington/New York/ Tokyo/Mogadiscio	168
Eminent person, participant in meeting	Lomé/Paris/Bonn/ Stockholm/Brussels/London/ Rome/Washington/New York/ Tokyo/Lomé	250
Eminent person, participant in meeting	Dhaka/Paris/Bonn/ Stockholm/Brussels/London/ Rome/Washington/New York/ Tokyo/Dhaka	407
Eminent person, participant in meeting	Khartoum/Paris/Bonn/ Stockholm/Brussels/London/ Rome/Washington/New York/ Tokyo/Khartoum	250
Eminent person, participant in meeting	Teheran/Seoul/Teheran	257
Total, B		3 928
Grand total, A and B		24 583

a/ The points of ellipses in a given itinerary indicate that some legs of the itinerary were by the regular standard of accommodation, for which no exception was involved.

Annex IV

EXCEPTIONS AUTHORIZED FOR ARDUOUS JOURNEYS

(1 July 1989-30 June 1990)

<u>Designation of traveller</u>	<u>Itinerary</u>	<u>Additional cost</u> \$
<u>First class</u>		
United Nations High Commissioner for Refugees	.../Johannesburg/Frankfurt/ Geneva/... a/	680
Special Representative of the Secretary-General for Namibia	.../Windhoek/New York	877
Deputy Special Representative of the Secretary-General for Namibia	.../Windhoek/New York	877
Force Commander, United Nations Transition Assistance Group (UNTAG)	.../Windhoek/New York	877
Total		<u>3 311</u>

a/ The points of ellipses in a given itinerary indicate that some legs of the itinerary were by the regular standard of accommodation, for which no exception was involved.

Annex V

EXCEPTIONS RELATING TO PREVIOUS REPORTING PERIODS

Reasons for exception	Designation of traveller	Itinerary	Additional cost \$
A. <u>First class</u>			
(a) Standard of accommodation not available	Staff member, UNDP	.../Luanda/Paris/... a/	324
	Staff member, UNHCR Office	.../Cairo/Khartoum/...	106
(b) Arduous journeys	United Nations High Commissioner for Refugees	.../Buenos Aires/Geneva	1 013
		.../Kuala Lumpur/Geneva	682
		.../New York/Tokyo/ New York/...	3 038
		Total, A	
B. <u>Business class</u>			
Standard of accommodation not available	Staff member, ESCAP	Bangkok/Ho Chi Minh City/ Bangkok	26
Total, B			26
Grand total, A and B			5 189

a/ The points of ellipses in a given itinerary indicate that some legs of the itinerary were by the regular standard of accommodation, for which no exception was involved.



General Assembly

Distr.
GENERAL

A/C.5/45/29
2 November 1990

ORIGINAL: ENGLISH

Forty-fifth session
FIFTH COMMITTEE
Agenda items 118 and 127

PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

UNITED NATIONS COMMON SYSTEM

Administrative and financial implications of the decisions and
recommendations contained in the report of the International
Civil Service Commission (A/45/30)

Statement submitted by the Secretary-General in accordance with
rule 153 of the rules of procedure of the General Assembly

INTRODUCTION

1. The sixteenth annual report of the International Civil Service Commission (ICSC) ^{1/} contains a number of decisions and recommendations that have financial implications for the biennium 1990-1991, related to the following issues (the reference paragraphs in the ICSC report are indicated in parentheses):

(a) Comprehensive review of the conditions of service of staff in the Professional and higher categories, including:

(i) Housing and remuneration structures (paras. 58-98);

(ii) Conditions of service of the Assistant Secretary-General and Under-Secretary-General and equivalent levels (paras. 110-124);

(b) Remuneration of staff in the Professional and higher categories: base/floor salary scale (paras. 195-208);

(c) Conditions of service of the General Service and related categories, including:

(i) Survey of best prevailing conditions of service in London (para. 221);

- (ii) Survey of best prevailing conditions of service in New York (para. 222);
- (iii) Survey of best prevailing conditions of service in Rome (para. 223);
- (iv) Implications of the decisions arising from the comprehensive review of conditions of service of the Professional and higher categories for the General Service and related categories, including:
 - a. Children's allowance in respect of disabled children (para. 235 (a));
 - b. Application of the mobility and hardship allowance and the assignment grant to internationally recruited General Service staff (para. 235 (b) and (c));
- (d) Education grant (paras. 240-253);
- (e) Conditions of service of the Field Service category (paras. 254-270).

I. COMPREHENSIVE REVIEW OF THE CONDITIONS OF SERVICE OF STAFF
IN THE PROFESSIONAL AND HIGHER CATEGORIES

A. Housing and remuneration structures

2. In section I.A of its resolution 44/198 of 21 December 1989, the General Assembly urged the Commission to complete its consideration of all issues relating to the introduction of a revised remuneration structure for the United Nations system, including its impact on the housing needs of staff at hardship duty stations. ICSC established a Working Group to review all outstanding issues related to remuneration structure, including the impact of removing housing from post adjustment. The Group examined three alternative remuneration structures.

3. On the basis of the report of its Working Group, the Commission recommended that housing should be maintained in the post adjustment system at headquarters, North American, European and field duty stations where housing comparisons could be made without serious difficulty. Housing would be excluded from the post adjustment system for duty stations in the field where valid housing comparisons were difficult or impossible. The Commission recommended a series of measures for the treatment of housing in the calculation of post adjustment indices (PAIs) at both groups of duty stations. It also recommended a revised rental subsidy scheme for application at both headquarters and field duty stations where housing comparisons would continue to be carried out through the post adjustment system. Under that scheme, the current reimbursement formula would be replaced by a uniform 80 per cent reimbursement rate and the five-year limitation period would be discontinued.

4. The Commission presented indicative financial implications for the measures on the basis of best available information, in the light of a number of assumptions made in the absence of actual data.

5. For the United Nations common system, for staff already in receipt of a rental subsidy and for newcomers, the replacement of the current regressive formula by reimbursement for all staff at the 80 per cent rate would entail financial implications totalling approximately \$1.2 million. The replacement of the 40 per cent limit for payment of subsidies by a new system of maximum reasonable rents would carry an additional financial implication of \$300,000. It should be noted that the latter measure would have a significant impact only at field duty stations. For the United Nations, the new measures would apply at all headquarters, North American and European duty stations, as well as selected field duty stations, with financial implications for the regular budget of \$236,500 for 1991.

6. The system-wide implications of the new measures for staff moving to more appropriate accommodation under revised eligibility criteria is estimated by ICSC at \$1.3 million; for the United Nations regular budget the financial implication is \$325,000 for 1991.

7. The elimination of the time limitations heretofore applicable to the rental subsidy carries a system-wide financial implication of \$1 million; and for the United Nations regular budget the implication is estimated at \$209,000 for 1991. Full reimbursement up to a new maximum established by ICSC at duty stations in the field where valid housing comparisons are difficult or impossible carries a system-wide implication of \$1 million. These duty stations are not normally locations where the United Nations has staff. Accordingly, the financial implications are very limited and for the United Nations regular budget they are estimated at \$70,000 for 1991.

8. The financial implications of all the recommendations under this heading may be summarized as follows:

	<u>All organizations</u>	<u>United Nations</u>
	\$	\$
A. Replacement of regressive reimbursement formula/elimination of 40 per cent limit	1 500 000	236 500
B. Revised eligibility requirement for rental subsidy scheme	1 300 000	325 000
C. Elimination of five-year time-limit	1 000 000	209 000
D. Full reimbursement of housing at some field locations	<u>1 000 000</u>	<u>70 000</u>
Total	<u>4 800 000</u>	<u>840 500</u>

9. The substitution of gross for net rents in place-to-place comparisons would have little effect on relativities between New York and other headquarters duty stations; the impact, rather, is on the margin, which would be affected throughout the common system, but with no direct cost implications. Some savings might accrue to the reduction of the relativities for housing costs between New York and some duty stations with the substitution of gross for net rents in place-to-place comparisons. As indicated in paragraph 98 of the Commission's report, 1/ it is possible that the New York/Washington cost-of-living differential may widen by some 1 to 2 per cent in the near future. Such a change would be felt if the margin were at either the upper (120) or lower (110) limit of its range. Margin management considerations may result in postponing a post adjustment increase. If the cost-of-living differential widens as a result of the use of gross versus net rents, the period of postponement may be shortened, thereby reducing savings in costs associated with the postponement. In the light of the very tentative nature of the estimates presented by ICSC, no separate financial implication is presented in this regard, since the impact would occur only in 1992 following a freeze of post adjustment in 1991.

B. Conditions of service of the Assistant Secretary-General and Under-Secretary-General and equivalent levels

10. As part of its review of the conditions of service of the Professional and higher categories, ICSC reviewed the conditions of service of Assistant Secretary-General and Under-Secretaries-General and equivalent levels in the common system, with particular attention to four issues - pay comparability, housing, pensions and allowances (including representation/hospitality allowances).

11. The Commission has made recommendations to the General Assembly on one of the four issues - housing. ICSC proposes that revised housing arrangements for Assistant Secretary-General and Under-Secretary-General and equivalent levels be established as follows:

(a) Executive heads would be authorized to exercise discretion to approve the granting of such subsidy arrangements to Assistant Secretary-General and Under-Secretary-General and equivalent levels in cases where such officials needed to rent suitably sized and allocated accommodation;

(b) The current arrangements whereby a limit is placed on the maximum allowable rent for the purposes of calculating rental subsidies would be replaced by new arrangements whereby eligible officials would receive a maximum rental subsidy amounting to 75 per cent of the threshold rent for the individual concerned.

12. ICSC has presented no financial implications for this item for the United Nations common system. The United Nations has estimated the cost to the regular budget for 1991 at \$224,000.

II. REMUNERATION OF STAFF IN THE PROFESSIONAL AND HIGHER CATEGORIES:
BASE/FLOOR SALARY SCALE

13. In section H of its resolution 44/198, the General Assembly approved the recommendation of ICSC to establish a floor net salary level for staff in the Professional and higher categories, by reference to the corresponding base net salary levels of officials in comparable positions serving at the base city of the comparator civil service. This base/floor scale was part of an integrated package in which negative classes of post adjustment were eliminated, and is used also to calculate payments under the new mobility and hardship scheme, as well as separation payments. 2/

14. In view of salary increases in the comparator civil service, the Commission recommended to the General Assembly that the current base/floor salary scale should be increased by 8.5 per cent, through the consolidation of classes of post adjustment, with effect from 1 March 1991. The total financial implications of the recommendation for the United Nations common system as a whole is estimated at \$5.5 million per annum. In view of the fact that the Commission recommended implementation as of 1 March 1991, the costs to the United Nations regular budget for 1991 will be \$873,950, compared with system-wide costs of \$4.6 million.

15. In addition, there will be an estimated increase of \$9,576,000 for the biennium 1990-1991 under staff assessment, section 31, to be offset by an increase in an equal amount under income section 1.

III. CONDITIONS OF SERVICE OF THE GENERAL SERVICE
AND RELATED CATEGORIES

A. Survey of best prevailing conditions in London

16. The financial implications of the Commission's recommendations resulting from its survey of best prevailing conditions of service of staff in the General Service and related categories in London amount to \$616,000 per annum for the organizations with staff at that location. The implementation date for the revised salary scales is 1 April 1990, the date to which the survey data relates. The implementation of the Commission's recommendations as of that date would result in additional costs estimated at \$26,200 for the United Nations regular budget in 1990 and \$35,000 for 1991.

B. Survey of best prevailing conditions of service in New York

17. The financial implications of the Commission's recommendations resulting from its survey of best prevailing conditions of service of staff in the Trades and Crafts and the Security Service categories in New York amount to \$1.8 million per annum for the organizations with staff at that location. The implementation date for the revised salary scales is 1 October 1989, the date to which the survey data relate. The implementation of the Commission's recommendations as of that date would result in additional costs estimated at \$2 million for the United Nations regular budget in 1990 and in 1991, as well as \$497,750 for 1989.

/...

18. The Secretary-General, the Administrator of the United Nations Development Programme (UNDP) and the Executive Director of the United Nations Children's Fund (UNICEF) decided to promulgate, effective 1 October 1989, the recommended salary scales for staff in the Trades and Crafts and the Security Service categories. Dependency allowances for staff in the General Service and related categories, as recommended by the Commission, were also revised with effect from that date. Following a review of the conduct and results of the salary survey regarding the General Service category, the organizations with staff at New York decided not to implement the scale recommended by ICSC, which would have carried a financial implication of \$194,200 for 1989. Instead, they implemented, with effect from 1 October 1989, the scale which went into effect as of 1 November 1989 as a result of the application of the interim adjustment procedure approved by the Commission at the time of the 1984 survey in New York.

19. The financial implications of the decision of the Secretary-General of the United Nations are estimated at \$302,435 for 1989, \$1,284,750 for 1990 and \$3,854,000 for 1991.

20. In addition, there will be an estimated increase under staff assessment, section 31 (for all locally recruited categories of staff in New York), of \$335,965 for 1989 and \$3,787,360 for the biennium 1990-1991. These increases will be offset by increases in equal amounts under income section 1.

C. Survey of best prevailing conditions of service in Rome

21. The financial implications of the recommendations of the Commission resulting from its survey of best prevailing conditions of service of staff in the General Service and related categories in Rome amount to \$4.5 million per annum for the organizations with staff at that location. The implementation date of the revised salary scale was 1 February 1990, the date to which the survey data relates. The implementation of the Commission's recommendations as of that date would result in additional costs estimated at \$69,700 for 1990 and \$83,650 for 1991 for the United Nations regular budget.

D. Implications of the decisions arising from the comprehensive review of conditions of service of the Professional and higher categories for the General Service and related categories

Children's allowance in respect of disabled children

22. In its fifteenth annual report, 3/ ICSC noted that a number of recommendations in the comprehensive review were equally relevant to the General Service and related categories.

23. The Commission recommended that the children's allowance in respect of disabled children for the General Service and related categories should be set at double the normal amount of children's allowance applicable for those categories,

effective 1 July 1990. Where the disabled child was the first dependant and generated a higher amount of the allowance, the amount paid would be double the amount of the regular allowance, not double the higher amount.

24. The financial implications of the Commission's recommendations concerning this allowance were estimated at \$100,000 per annum for the United Nations common system. The implications for the regular budget of the United Nations are \$8,500 for July-December 1990 and \$17,000 for the full year in 1991.

Application of the mobility and hardship allowance and the assignment grant to internationally recruited General Service staff

25. The Commission also recommended that the mobility and hardship matrix approved for the Professional and higher categories should also be applied to internationally recruited General Service staff, with effect from 1 July 1990, except that the reference point would be P-4, step VI, scaled down by 13 per cent to reflect salary relativities more appropriately and to ensure equity of treatment with other categories of staff in similar jobs at the same duty station. Where the resulting amounts were lower than the current amount of the non-resident allowance payable to internationally recruited General Service staff, an amount equal to the difference between the two should be payable in addition according to administrative arrangements to be determined by the organizations. The assignment grant should be payable to internationally recruited General Service staff on the same terms and conditions as for the Professional and higher categories, with effect from 1 July 1990. The Commission noted that the financial implications of those recommendations were estimated at \$285,000 per annum for the United Nations common system. For the regular budget of the United Nations, the financial implications of those measures are estimated at \$48,450 for 1990 and \$96,900 for 1991.

IV. EDUCATION GRANT

26. The Commission recommended that, in those areas where education-related expenses were incurred in deutsche mark, Spanish pesetas, Italian lire, pounds sterling or United States dollars, local currency limits for the maximum amount of admissible expenses and the ceiling for boarding costs should be revised. In addition, the special education grant maximum for each disabled child in these currency areas should be adjusted in line with the changes in maximum admissible educational expenses for the regular education grant. These measures would be applicable as from the school year in progress on 1 January 1991.

27. The financial implications for the United Nations common system were estimated by the Commission at \$3.16 million per annum in respect of the increase in the maximum amount of admissible expenses and the ceiling for boarding costs for selected areas, as well as the corresponding adjustment for the special education grant for disabled children. The financial implication for the regular budget of the United Nations for 1990 is estimated at \$152,500 and for 1991 at \$457,500.

V. CONDITIONS OF SERVICE OF THE FIELD SERVICE CATEGORY

28. The Commission adopted several decisions regarding the application of a revised remuneration package for staff in the Field Service category, the main features of which are:

(a) Comparison with the United States federal civil service working outside the United States, instead of with the United States foreign service;

(b) A revised salary scale, effective 1 July 1990;

(c) Application of the mobility/hardship package and related aspects of the comprehensive review approved for the Professional and higher categories.

29. The Commission estimates the financial implications of the revised salary scale for the Field Service category at \$2.14 million per annum. The financial implications relating to the application of the mobility and hardship allowance and assignment grant for this category were estimated at \$1.74 million per annum. For the United Nations regular budget, the financial implications of the revised salary scale for 1990 are estimated at \$375,250 and for 1991 at \$750,500 (total for all sources of funds: \$1,020,500 and \$2,041,000, respectively). The regular budget implications of the mobility and hardship allowance and assignment grant are estimated at \$332,625 for 1990 and \$665,250 for 1991 (total for all sources of funds: \$900,000 and \$1,800,000, respectively). The financial implications of adjustments to the scale of pensionable remuneration for the Field Service for the regular budget are estimated at \$29,525 for 1990 and \$59,050 for 1991. Total regular budget implications for 1990 are estimated at \$737,400 and for 1991 at \$1,474,800.

VI. SUMMARY

30. The additional costs for the regular budget of the United Nations for 1990 and 1991 resulting from the decisions and recommendations of ICSC are summarized below:

Summary
(In United States dollars)

	<u>1990</u>	<u>1991</u>
A. Comprehensive review of the conditions of service of staff in the Professional and higher categories:		
1. Housing and remuneration structures	-	840 500
2. Conditions of service of the Assistant Secretary-General and Under-Secretary-General and equivalent levels	-	224 000
B. Remuneration of staff in the Professional and higher categories: base/floor salary scale	-	873 950
C. Conditions of service of the General Service and related categories:		
1. Survey of best prevailing conditions in London	26 200	35 000
2. Survey of best prevailing conditions in New York:		
Trades and Crafts/Security Service	1 991 000 <u>a/</u>	1 991 000
General Service	1 284 750 <u>b/</u>	3 854 000
Allowances	225 000	225 000
3. Survey of best prevailing conditions in Rome	69 700	83 650
4. Implications of the decisions arising from the comprehensive review of conditions of service of the Professional and higher categories for the General Service and related categories		
(a) Children's allowances in respect of disabled children	8 500	17 000
(b) Application of the mobility/hardship allowance and the assignment grant to internationally recruited General Service staff	48 450	96 900
D. Education grant	152 500	457 500
E. Conditions of service of the Field Service category	<u>737 400</u>	<u>1 474 800</u>
Total	<u><u>4 543 500</u></u>	<u><u>10 173 300</u></u>

a/ In addition, financial implications of \$497,750 are estimated for 1989.

b/ In addition, financial implications of \$302,435 are estimated for 1989.

/...

31. Following past practice, it is intended to deal with the impact of the recommendations of ICSC as indicated in paragraph 30 above in the first programme budget performance report for the biennium 1990-1991.

Notes

1/ Official Records of the General Assembly, Forty-fifth Session, Supplement No. 30 (A/45/30).

2/ Ibid., Forty-fourth Session, Supplement No. 30 (A/44/30), vol. II, paras. 118, 119, 316 and 453 (g).

3/ Ibid., para. 34.
